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CITY OF MOUNTAIN VIEW 1982 GENERAL PLAN

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THE GENERAL PLAN

for the City of Mountain View, California

Adopted May 1982

A Comprehensive Revision of the 1968 General Plan

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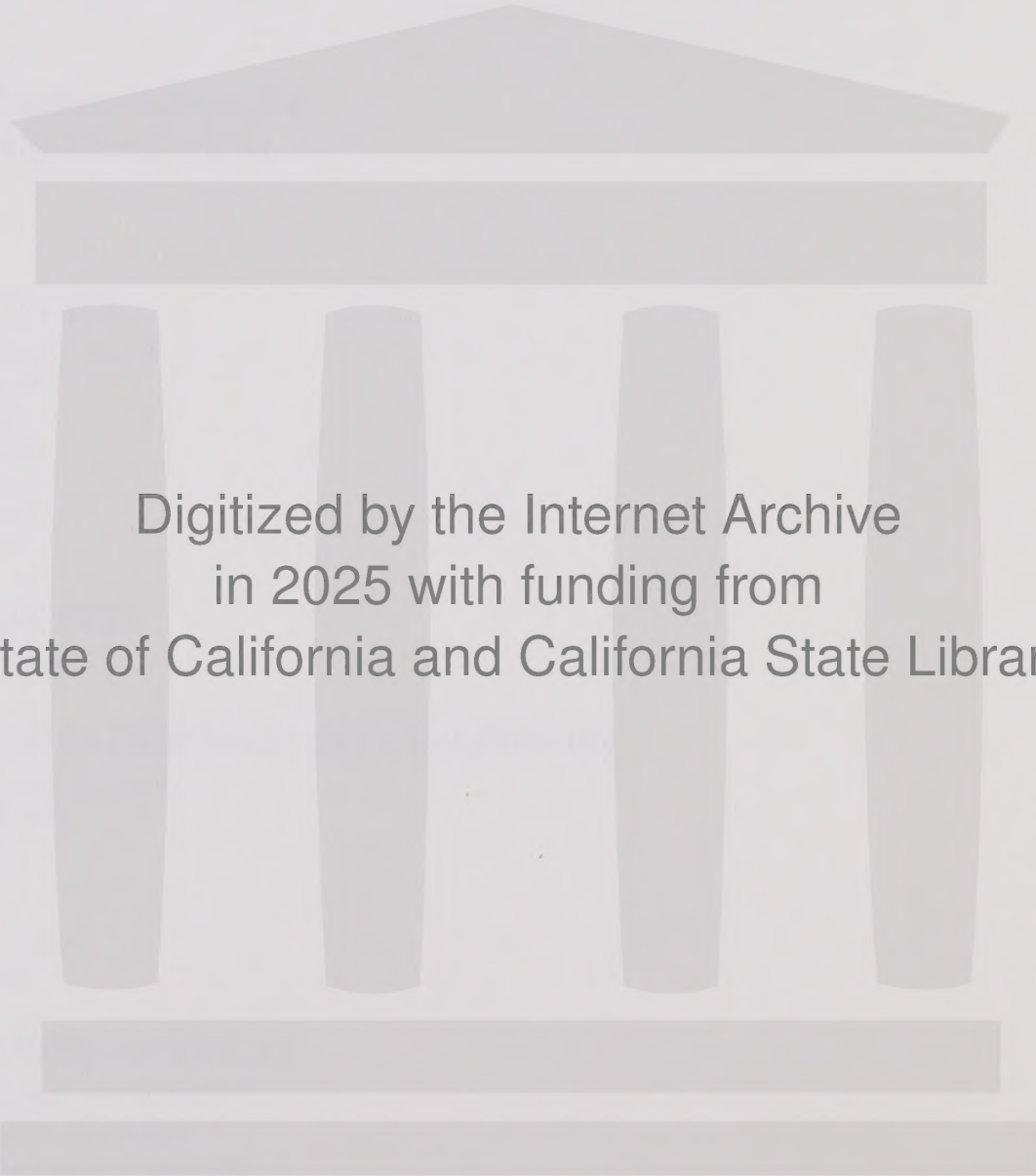
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INTRODUCTION TO THE GENERAL PLAN

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INTRODUCTION TO THE GENERAL PLAN

Mountain View is fast becoming a mature city. Sharing in the growth of the Bay Area and "Silicon Valley" in particular, the character of Mountain View has changed substantially over the past two decades. No longer an agricultural or even a suburban town, the density and character of today's larger population has created a diverse, complex city, providing a wide range of housing, jobs and activities.

Vacant land in Mountain View is limited and the individual parcels are generally surrounded by development. These few "infill" properties will be the site of much of the new development in the City, but the much larger, developed area of the City will continue to define the basic character of Mountain View. Therefore, the plan emphasizes regeneration and improvement of what exists; the completion of things begun earlier, with more attention to rounding out, fine tuning and preserving the character of the community. Dealing with maturity means greater attention to maintenance of what is presently in place; it means an anticipation of the need to renovate or rebuild portions of our community; and it means, perhaps, greater attention to each of the new parts added.

The General Plan is the City's most vital and most basic policy document for directing the community's future. The Plan provides the basis for implementation tools which help ensure the rational functioning and orderly change of this most complex urban system.

Mountain View's population includes a multitude of ages, incomes, ethnic backgrounds and lifestyles. The City responds to the people's needs for convenience and support by providing facilities, activities, and services through the public and private sectors.

Private development provides most housing, employment, and services as well as some educational and recreational opportunities. The public sector provides schools, parks, libraries, police and fire stations, other support facilities, and a circulation system for the safe and efficient movement of people, goods and services. These elements are so linked that if one is changed, the effects are often felt throughout the entire City. One new dwelling unit brings more people, more traffic, more children for the schools, more people using the parks, another home which the Police Department must protect, and more shoppers. The General Plan is the primary City document dealing with this complex of linked elements.

The Plan is *comprehensive* in that it takes into account the activities of various agencies and individuals who shape the physical, social and cultural environment of the community. It seeks to coordinate development such that diverse aspects of the physical environment may function and harmonize together to produce a community which is financially, socially and aesthetically efficient and desirable. The Plan requires compromises, but it can spare the community from much of the conflict and confusion which would result from implementation of single-purpose, uncoordinated plans.

The General Plan is *long-range* in that it looks to the future and enables us to define the shape, if not the details, of our community 10 to 20 years ahead. It must also provide the guidance for implementing the immediate and short-term steps.

Finally, the Plan is also *general* and so provides a rational framework for important policy. Programs are broadly defined to enable much greater detail, and public discussion to determine the basic objectives and test their reality. The Plan must be general in order to assure full latitude for specific short-term, day-to-day decision-making, financing and implementation. Future land uses, as an example, need not be precisely located with respect to individual properties; instead, zoning, area plans, and other tools provide specificity.

HISTORY

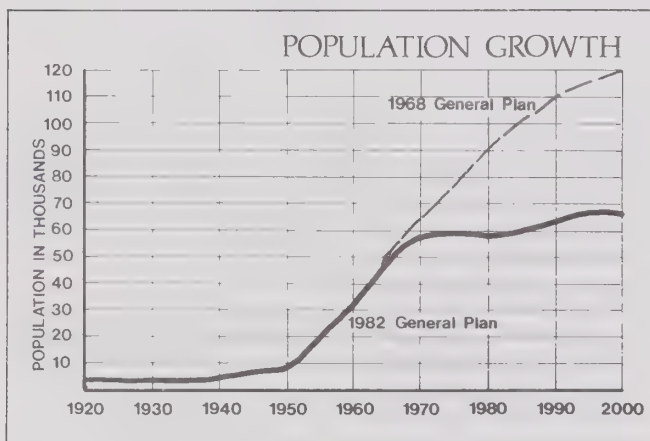
Mountain View first prepared a General Plan in 1946, when its population was 5,800. The planning area was small, bounded by Jackson Street and Central Avenue to the north, Calderon Avenue to the east, El Camino Real to the south and Escuela Avenue to the west.

In 1958 the City adopted a new General Plan which included virtually all of the City's present planning area, including much of Moffett Field. That Plan assumed a population of 75,000 by 1980. Culminating in 1968, the Planning Commission and the City Council completed the third General Plan which has, along with subsequent amendments, guided the community until recently. The

1968 Plan assumed a City holding capacity of over 100,000 people and described the employment, retail services, and transportation system for that population.

The land use and other policies reflected in the General Plan do indeed act to shape the character of the City. For example, the City's large amount of higher residential densities resulted from conscious General Plan and zoning decisions made 15 to 20 years ago. The Plan, however, could not envision the magnitude and type of growth now evident in Silicon Valley. It did not forecast the change in lifestyles which would lead to smaller family sizes and major changes in demographic patterns. These changes require a reexamination of the assumptions and conclusions of the 1968 General Plan.

This revision is the product of assessment of community data, surveys, background studies and community input. It is a Plan for a population of approximately 70,000 people. The new General Plan is intended to be more concise, more understandable, and hopefully, more relevant to present issues than prior plans.



FORMAT

The Plan format stresses the importance of not only stating goals and policies, but also of identifying means of implementation including: Precise Plans, Capital Improvement Schedules, City budgets, zoning, City review processes, new laws and influence on regional and state actions.

The Plan has four chapters. The *Community Development Chapter* deals with land uses, their distribution, spatial allocation and intensity of use. It focuses upon the vacant and redeveloping areas. It emphasizes design improvements. The chapter also addresses public facilities and their changing needs. The *Circulation Chapter* addresses streets, highways, transit, bicycles and related facilities necessary to support the land uses. It emphasizes completion of the components needed to complete the system. The *Residential Neighborhoods Chapter* confronts critical and controversial issues of housing mix, condominium conversion,

cost of new construction, discrimination, assisted housing, housing conservation and neighborhood improvements. The *Environmental Management Chapter* covers open space and conservation as well as seismic and other hazards, safety, and similar issues which help determine Mountain View's livability.

These four chapters encompass the basic General Plan elements identified by State legislation.

GENERAL PLAN CHAPTERS

General Plan Elements	C.D.	CIR.	R.N.	E.M.
xx = primary x = secondary				
Land Use	xx		x	x
Circulation		xx	x	x
Housing	x		xx	x
Seismic Safety	x			xx
Safety	x	x		xx
Noise		x		xx
Open Space	xx	x	x	xx
Conservation	x	xx	x	xx
Scenic Highways		x		xx
Community Design	xx	xx	xx	xx
Historic Preservation	x		x	xx
Social	x	x	x	x
Recreation	x		x	xx
Transit/Transportation/ Traffic	x	xx	x	
Public Services/Facilities/ Buildings	xx	x	x	x

The Plan's simplified format is designed to address all of these community concerns. Numerous background reports (listed in the appendix) have been published addressing critical issues and options in greater detail. A separate, periodically updated companion publication, the *General Plan Data Book*, also provides detailed demographic and land use information. These publications are all available to the public at City Hall and the Library.

UPDATING THE GENERAL PLAN

In order to serve as a useful, continuous guideline for policies, the General Plan must be periodically reviewed and updated. Therefore, it is the intent of this Plan that there be an updating of the General Plan every three years to keep it relevant, to provide mid-course changes, and to sustain its understanding and ongoing support. Time-consuming efforts to totally redo the General Plan should not be necessary in the foreseeable future.

From time to time, actions of the City Council may have been taken which will change or modify statements as of the dates reflected and all people who have referenced this document should take note of that fact and make inquiry. Such changes will be reviewed and incorporated in the three-year updating.

PUBLIC PARTICIPATION

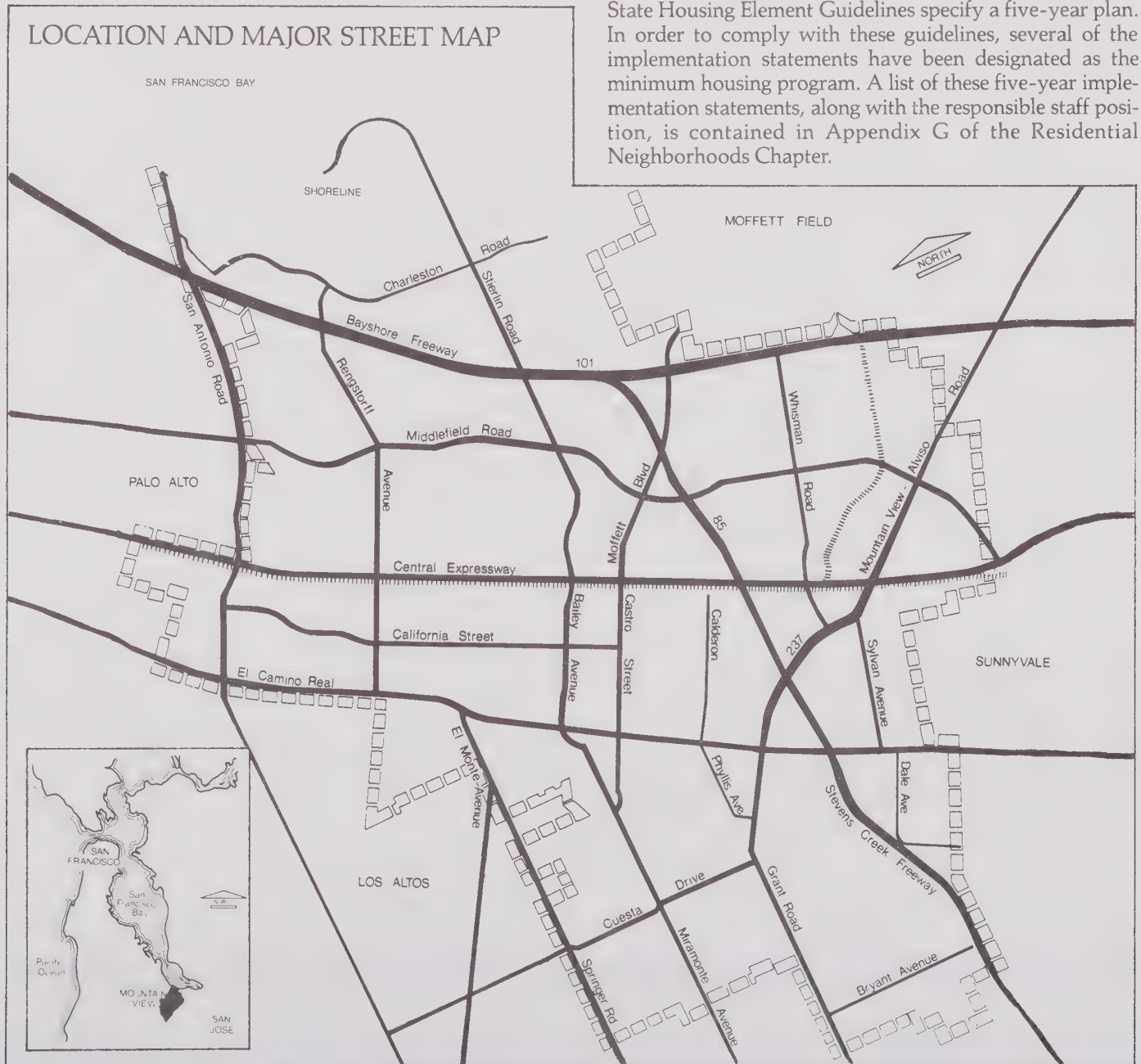
Each of the four chapters was individually prepared and reviewed by the Planning Commission and City Council. In each case, extensive public participation was invited and received. City staff, outside agencies, commissions, citizens committees, and City Council as well as Council committees all contributed significantly to the process through formal reviews, study sessions, and public hearings. This public participation was essential to the creation of a broad-based set of policies which respond to this diverse community's concerns and needs.

Continuation of this public participation will be a major part of the periodic updating and review necessary for keeping the Plan current.

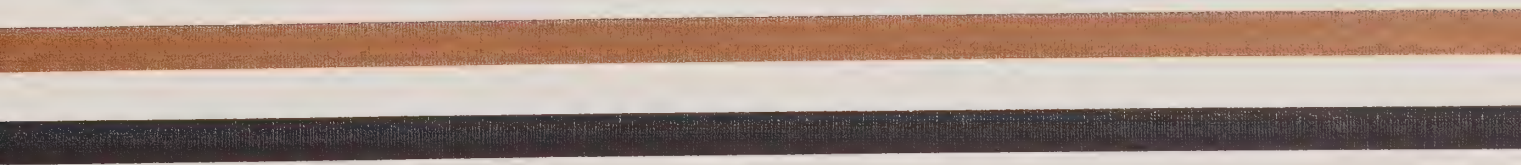
IMPLEMENTATION STRATEGY

Implementation is critical to the real worth of the General Plan. The implementation strategy calls for initially prioritizing measures identified in this Plan and commencing action on them. It also provides for periodically evaluating these programs, adjusting priorities, and directing the City's zoning, Precise Plans, budgeting process and Capital Improvements programs to the accomplishment of the Plan over a period of several years. Various implementation measures will require the efforts of many citizens, community organizations, private enterprise, every City operating department, commissions and the Council. The implementation program will be reviewed by the Environmental Planning Commission and adopted by the City Council.

While the overall General Plan has a 10-year horizon, State Housing Element Guidelines specify a five-year plan. In order to comply with these guidelines, several of the implementation statements have been designated as the minimum housing program. A list of these five-year implementation statements, along with the responsible staff position, is contained in Appendix G of the Residential Neighborhoods Chapter.



COMMUNITY DEVELOPMENT



COMMUNITY DEVELOPMENT CHAPTER

INTRODUCTION

The Community Development Chapter addresses the allocation and variety of land uses in the City, and several of the major public facilities necessary to support those uses. The mixture and spatial allocation of employment, housing, services and open space are defined by these land use decisions. The intensity, placement, and manner in which these uses interrelate forms the basis for the City's design, its livability and its economic stability.

Prior General Plans and subsequent development have largely shaped the overall form of the community. Most of the basic facilities are in place. Future community focus will involve completing and improving the basic community form, guiding redevelopment and carrying out adjustments in response to ever-changing circumstances. The community must remain open to innovation and new approaches which will help blend the new with the old while fostering the underlying objectives of the plan.

COMMUNITY DEVELOPMENT GOAL

To ensure a stable mixture of employment, housing, open space and services to adequately serve the personal and economic needs of the citizens.

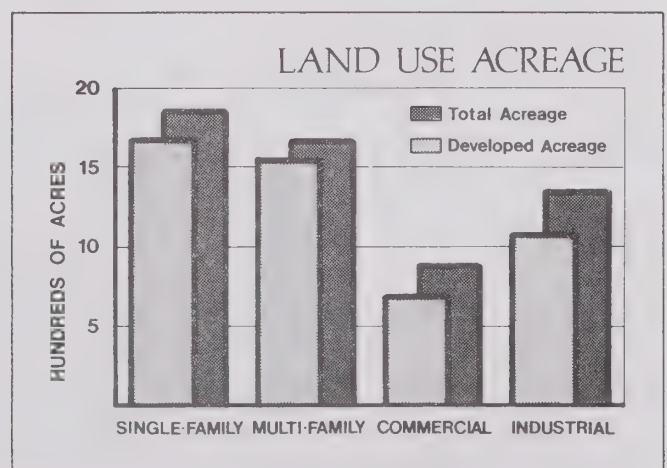
This goal recognizes the comprehensive intent of the plan and the interdependence of each component of the community. The Community Development Chapter establishes the broad framework upon which the succeeding chapters provide greater detail and understanding.

LAND USE

The 1990 Land Use Plan is depicted on the General Plan Map at the back of the plan. The Map shows the planned distribution and basic intensity of land uses throughout the community. It provides the basis for zoning and detailed implementation plans.

Land uses may be divided into three broad categories: HOUSING, EMPLOYMENT, and OPEN SPACE. The Land Use Map and text of this Chapter address the allocation for each of these categories and intensities. In addition to location and intensity, this Chapter focuses its attention on detailed considerations of employment areas, both industrial and commercial.

The General Plan Map identifies various areas of use (e.g., housing, commercial, industrial). However, implementation may also include some mixtures of uses as discussed within the policies of the Plan and the Zoning Ordinance, generally with the designated use predominating. Several years ago, very distinct land use classifications were sought in zoning — exclusively residential, industrial, etc. Now, however, the need for more housing, demands for greater fuel and energy efficiency, and more active urban life indicate the need and desirability for some sensitive combining of certain uses, particularly by adding housing to places of commerce and employment. Such combinations of uses can add positively to the diversity of the community; however, they must be implemented with utmost care.



URBAN DESIGN

Urban design deals with the form and character of the City; how it looks, feels, and physically works; how it relates to, and serves, the activities of the people who experience the City. Urban design is concerned with the natural setting of the City, the Bay, land forms, streams and mountains which form the views and basis for design. It relates to the large scale forms—roads, land use patterns, buildings, and open space; yet it also addresses the details of surface texture, trees, signs and small spaces. If given proper attention, the design relationship between these elements can produce a logical, positive sense, feel and image to the City.

Although change will continue, few major changes to the City's basic form are likely. Diligent design review of the changes and increasing emphasis to the details which help merge and link the elements of the community are increasingly important. The design policies of the City and the separate architectural statements of each designer will contribute to an overall urban design character for Mountain View, a City with a rich and diverse design texture.

The City has a long tradition of attention to urban design. Urban design is a component in each chapter of this Plan. Design is also a component of the neighborhood and precise plans adopted to guide development throughout the City. Site Plan and Architectural Review (SPAR) has been a prerequisite of virtually all development in the City since 1962. SPAR is a means to review plans to ensure that developments reflect good basic design and a complementary relationship to surroundings. Public projects, parks, streets and buildings are also subject to a similar review.

Diversity is a notable feature of Mountain View's design character. The community offers a rich mixture of residential neighborhoods, public open areas, industrial and commercial uses. This blend gives the City its own architectural character such as the older homes in the Central City, contemporary lower-density subdivisions in the Grant neighborhood, large-scale apartment developments along Middlefield Road and commercial and industrial businesses along El Camino and in the Ellis area.

The logical blending and enhancement of this diversity of use and character is an important City design objective. This objective requires particular attention to achieving logical transitions between uses and building styles, along with particularly careful review of large-scale projects which could disrupt existing neighborhood style and character. Effective tree planting and other such techniques should be used to help tie parts of the City together and visually soften areas of interface.

Although project designs vary substantially, the scale of development has tended to be fairly uniform, with a low, one- and two-story suburban profile. There are only three buildings over five stories (the Mountain Bay Plaza Building downtown, the San Antonio Financial Center in San Antonio Center, and El Camino Hospital). In addition, the Downtown Revitalization Plan and zoning envision buildings up to five stories. Under present zoning provisions, much of the land along El Camino and the industrial areas could accommodate much higher buildings than now prevail.

Aerial view of Santa Clara Valley showing Mountain View in outline.



The City's generally low silhouette has helped to retain views of the mountains, thus reminding us of the City's namesake. However, scarce land and higher property values can be expected to increase pressure for more intense development. Nevertheless, insensitive intrusions and too great a change in scale and visual fabric of the City is to be avoided. Additional high-rise buildings should be considered on sites that integrate well with existing development, are near transportation and services and which occupy large parcels where setbacks and substantial open space are possible. Some such potential areas include select portions of El Camino, particularly near the San Antonio Center, portions of Downtown, and certain industrial areas.

POLICY A: URBAN DESIGN

Protect and enhance the existing scale and architectural character of the community, particularly its residential neighborhoods, but allow and encourage changes which are a positive contribution to the urban design of the City.

IMPLEMENTATION STATEMENTS

- A.1 Continue programs (such as SPAR) which provide detailed review of new public and private development.
- A.2 Consider amending the Zoning Ordinance and appropriate Precise Plans to establish standards and to enhance the potential for limited numbers of high-rise residential or mixed commercial/residential structures in select areas of the Downtown, along El Camino Real, within regional commercial areas and in industrial zones where the intensity of use would complement the existing development patterns. Consider code modifications to limit the height of buildings in areas considered inappropriate for high-rise uses.
- A.3 Consider preparing a comprehensive urban design plan for the City to guide both public and private design considerations.
- A.4 Encourage private developments to provide significant public-oriented design amenities such as plazas, public spaces, and transit facilities.

JOBS/HOUSING MANAGEMENT

The balance between jobs and adequate amounts of housing in Santa Clara County has been a major County issue over the past several years. The historical development pattern has resulted in far more jobs in the northern part of the County than housing for employees. This has led to higher housing prices and longer commutes, leading in turn to greater energy use, congestion and individual hardships, particularly for low and moderate income families. Efforts are being made throughout the County to adjust the imbalance on a regional basis.

Mountain View, more than any other North County city, has a history of providing a wide range of housing opportunities. The City has one of the best jobs/housing ratios of any North County city and has provided substantially more high-density, rental and lower-cost housing than its neighboring cities.

It is unlikely that internal City balances between jobs and housing can be obtained in most cities, primarily due to the limited amounts of remaining developable land. Forcing internal balances could create more problems than it would solve. Given the present form and trends in Mountain View, there will continue to be more jobs than housing, although the ratio will be more nearly balanced than in most North County cities. Land use changes, transportation improvements and modification of the types of employment will all play a part in improving the situation.

The 1968 General Plan envisioned a balance, and likely an excess of housing to jobs. However, strong market forces and changes in City development policies over the past decade — with heightened interest in preserving open space, reducing densities, and emphasizing quality of life — have resulted in fewer housing units being developed than originally anticipated. The demands for ownership housing (condominiums and town houses) rather than apartment projects has been a strong market factor during the 70's which often resulted in construction of fewer units than allowed by the zoning. Policy changes have included Zoning Ordinance revisions to limit development on small lots and strengthened multi-family development standards, as well as rezonings to preserve open space, respect environmental constraints and preserve existing lower-density neighborhoods. However, rezonings and restrictions placed on the intensity of industrial development have helped reduce the disparity between projected jobs and projected housing units.

Given the amount of imbalance in other cities, as well as development projected for the northern part of San Jose, the regional impact of all but the most dramatic changes in Mountain View would be minor.

Although Mountain View has not actively pursued industrial development, substantial amounts of land had been set aside for future industrial use. Until recently, the absorption of land was gradual at about 30 to 40 acres per year. Recent market demand for industrial development has tripled that pace between 1978 and 1980 and the former reserve is being rapidly depleted.

If unchanged by the policies of this plan, the existing 56,300 jobs are projected to increase (by 9,000) to 65,300 jobs by 1990. Based upon the recent industrial development rates, most industrial development will be completed by 1985. Under present zoning and development trends, this period should see an increase in housing from the present 28,600 units to approximately 31,100 units.

Change of policy for development of the North Bayshore Planning Area could lead to a substantial change in the City's jobs/housing balance. The current plan, predicated on environmental and financial data from the early 1970's,

designates much of the area for low-intensity and open space uses. Recent data suggests the problems may be reasonably mitigated, allowing the plan to be changed. If the constraints can be overcome, two to three hundred acres of vacant and underdeveloped land could be considered for a new residential neighborhood.

Additional housing (above that projected to be developed on residentially zoned land) can be added in the commercial areas along El Camino and Downtown. Since residential development in these two areas is currently an optional land use, the number of units that will be actually built is unknown and not counted in the 31,100 estimated above. Several major commercial areas have the potential for housing by means of development over existing parking areas or even redevelopment of existing commercial complexes. Its impact could be significant, accounting for several thousand units.

There are also areas where it is possible and reasonable to increase housing through rezonings or adding housing in conjunction with other uses. There are also select areas where high-density housing could occur, contributing even further to the housing stock. These possible changes should respect community goals of producing a quality living environment with adequate services and without major conflict with existing employment uses.

- 8 acres, northwest corner of El Camino and Ortega
- 13 acres, end of Martens Avenue (consider reducing minimum lot size)

- B.2 Amend the Zoning Ordinance to allow the addition of housing, where appropriate, at a wide range of densities in existing commercial office and industrial zones. Also consider the amendment of precise plans to add the option of housing.
- B.3 Encourage a reasonable regional approach to improving the County jobs/housing balance.
- B.4 Initiate an analysis of the North Bayshore Area to determine the environmental, City service and financial feasibility of development of housing on lands not already designated or committed to new office and industrial uses. The housing shall be considered only if a safe, well-designed residential neighborhood with satisfactory access, adequate residential services and amenities, and complementary to Shoreline Park can emerge.

Other mechanisms for increasing housing and addressing the Jobs/Housing/Transportation balance are discussed in the Residential Neighborhoods and Circulation Chapters.

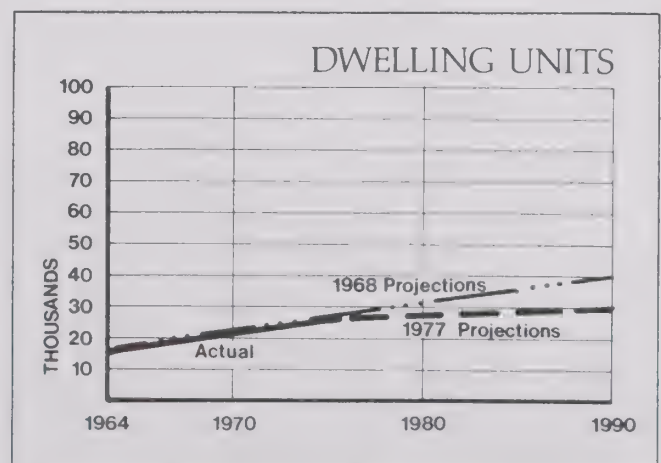
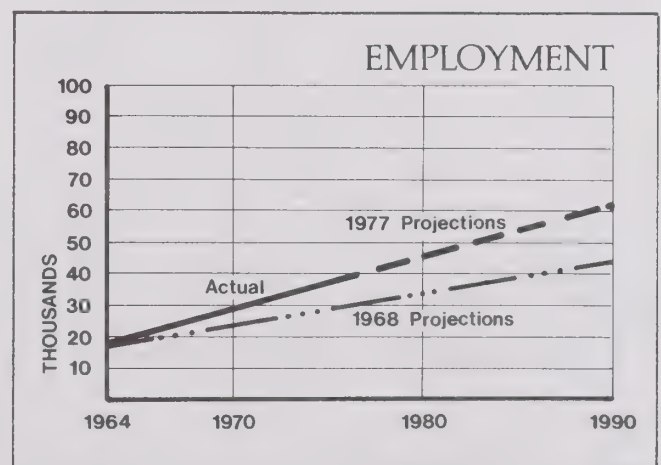
POLICY B: JOBS/HOUSING BALANCE

Increase housing opportunities in those locations where a permanent, desirable living environment can be created.

IMPLEMENTATION STATEMENTS

- B.1 Consider rezoning the following vacant and underdeveloped industrial and commercial lands where such rezoning will preserve existing housing and/or create a positive environment for new housing.

- 12.6 acres, west of Rengstorff, south of Charleston
- 22 acres, east of Permanente Creek, north of Charleston
- 50 acres, Mixed Use area bounded by Charleston, Stierlin, Plymouth and Permanente Creek
- 50 acres, southeast corner of Stierlin and Crittenden
- 68 acres, east of Stierlin, north of Crittenden
- 10 acres, east of Whisman, south of Middlefield
- 20 acres, underdeveloped land along Ferguson Drive
- 17 acres, northeast corner of Middlefield and Route 237
- 19 acres, northeast corner of Bernardo and Central Expressway
- 3 acres, juncture of Miramonte and Castro



RESIDENTIAL DENSITIES

The General Plan, Neighborhood Plans, and Precise Plans discuss residential development in terms of density. In its simplest terms, density defines the number of units which can be constructed expressed as units of housing per acre of land.

Mountain View has a wider range of densities and higher average density than other cities in Santa Clara County. Overall, Mountain View's density is about 12 units per residential acre compared to a County average of 7 units per residential acre. Densities in Mountain View range from less than 3 units per acre to over 70 units per acre. The land use map gives a picture of how these densities are distributed throughout the City.

Too great a range in the density of a neighborhood creates an image of confusion and suggests impending change—both destructive to the maintenance of a stable residential neighborhood. At the same time, a narrow range of densities can lead to sameness of scale and building form unless alleviated by a variety of architectural design. This can be especially true in high-density areas, which can create an impersonal, large-scale mass of buildings lacking in variety, characteristic of “people places.” An appropriate range and mixture of densities, such as occurs in much of Central City, can contribute positively to a neighborhood. Steps have been taken to protect this diversity in some areas (e.g., Central City) through zoning and other tools to prevent the intrusion and disruption of much higher densities.

POLICY C: RESIDENTIAL DENSITIES

Foster use of a range of densities for residential neighborhoods while protecting existing neighborhood character.

IMPLEMENTATION STATEMENTS

- C.1 Consider using smaller lot single-family zoning on larger vacant parcels in existing single-family neighborhoods dominated by large lots.
- C.2 Introduce lower-density zoning in existing high- and medium-density areas where it can serve to provide family housing, improve neighborhood identity and offer diversity.



Mountain View has a variety of residential densities including condominiums and apartments as shown above.

- C.3 Consider density increases, with sensitivity to the surrounding neighborhood, for private and sponsored housing for the independent living of seniors and physically handicapped.
- C.4 Consider very high-density housing in select areas convenient to transportation and services (notably portions of the Downtown and along El Camino Real).

EXISTING RANGE OF RESIDENTIAL DENSITIES IN MOUNTAIN VIEW

Density	DU/Acre	Zones	Acres Zoned	Existing (1980) No. of Units	Avg. Density
Low	0-7	R1, R1M, P	1,475	6,700	4.5
Medium	7-12	R2, R3-3*, R2M, R3P, P	330	3,000	9.1
High	12-40	R3-2.5* to R3-1*, C3dr, C3T, P	810 + comm.	16,600	20.5
Very High	40+	R3d, P	10	550	48.8



A major, new industrial development in the North Bayshore Area.

OFFICE AND INDUSTRIAL

Office uses can take place in several zones: industrial, commercial and those limited to only offices. Because of its adaptability, the use can be an effective transition, combining residential and more intensive uses. One major, very specialized office area is that around El Camino Hospital. The Medical Park Precise Plan defines a substantial area for medical uses within a low-density residential area.

Most of the industrial uses within the City are located in relatively new industrial parks near the Bayshore Freeway. Development standards and architectural reviews in effect for the past 15 years have led to good building design, access and landscaping. The Ellis-Middlefield Industrial Park contains some of the County's largest, most stable electronics and electronics support companies. The North Bayshore Area is now developing into a major new industrial area.

Past industrial activities have stressed manufacturing but are increasingly moving to research and office uses. These uses are generally less labor-intensive and, along with other low employee density uses such as warehousing, can help mitigate the jobs/housing imbalance.

Employment centers serve as the neighborhood for large daytime populations. Like residential areas, they too should provide an appropriate range of needed services including convenient restaurants, personal services, recreation and child care. They should also provide a positive, pleasing and safe work environment for the employee and the community. Introduction of these activities not only supports employees in the industrial areas, but lowers employment densities in the area and reduces commute distances for these services.

Where industrial and office uses abut residential areas, special problems can result. Noise, traffic, odors and safety hazards can result if the boundaries between uses are not adequately designed to provide distinct buffers or gentle transitions. This has not always taken place, particularly in an area such as that along Rengstorff Avenue, between 101 and Middlefield, where major changes of land use have taken place. Similar problems must also be considered when mixed uses are contemplated.

POLICY D: OFFICE AND INDUSTRIAL DESIGN

Continue to ensure the high quality of new office and industrial site and building design and pursue upgrading of older developments.

IMPLEMENTATION STATEMENTS

- D.1 Utilize design review processes to ensure the continued high quality of new office and industrial projects.
- D.2 As additions and changes are sought, require paced improvement of older industrial sites to correct existing inadequacies such as landscaping and equipment screening.
- D.3 Continue to pursue street improvements for the following streets: Pioneer, Evelyn (east of 85), and Plymouth.
- D.4 Encourage the provision of services such as restaurants, day-care centers and recreation opportunities within suitable industrial areas.



Campus-like settings provide a pleasant atmosphere for industries.

POLICY E: MIXED USE DESIGN

Pursue preservation and addition of housing within select industrial, commercial and office areas.

IMPLEMENTATION STATEMENTS

- E.1 Apply special design treatment, plans and policies within existing mixed use areas to blend uses compatibly and mitigate conflicts (e.g., Rengstorff/Colony, Terra Bella/Linda Vista, Downtown, El Camino).
- E.2 Consider amending the Zoning Ordinance to establish criteria for inclusion of residential units in commercial or industrial zones.

COMMERCIAL

Commercial development has grown along with the community's industry and housing. Commercial development varies in scale and includes local neighborhood retail and service uses, the historic Downtown commercial area, linear commercial along Old Middlefield Way and El Camino and major shopping centers serving regional needs.

The distribution of commercial areas has been well established since prior to the 1968 Plan. Many of the areas have seen little change. Others have gone through significant

development and redevelopment. It is not expected that any new major commercial areas will be added to the community, except for 8-10 acres in the North Bayshore Area off Rengstorff Avenue.

Commercial areas not only provide important services; they also provide an important fiscal base via the sales tax. Regional commercial centers (e.g., San Antonio Center, Mayfield Mall, and Grant Plaza/Payless area) must deal with a growing, competitive market since other regional centers (outside of Mountain View) have opened in the same service area. Unless marketing and services are continually improved, the attraction of the older centers will diminish.

Trends, in terms of desirability of local services, convenience in the face of energy shortage, emphasize the benefits of maintaining an active local commercial trade. The addition of housing in the community, particularly in close proximity to commercial uses will add to the vitality of these uses.

Neighborhood Commercial

The City's neighborhood shopping centers provide food, local retail services and conveniences compatible with residential neighborhoods. These neighborhood centers are fairly evenly distributed throughout the City. The only underdeveloped neighborhood center is at Middlefield and Whisman Roads. Several of the neighborhood centers are older and could benefit substantially from improved building, parking, landscaping, and sign design. Better visual relationships (including screening) to surrounding residential areas are also often needed.

POLICY F: NEIGHBORHOOD COMMERCIAL

Seek to establish and upgrade local commercial centers and enhance their relationships to surrounding neighborhoods.

IMPLEMENTATION STATEMENTS

- F.1 Along with additions and remodeling, require mitigation of existing conflicts with residential uses, including noise, screening, access, and landscaping.
- F.2 Preserve the potential for full development of a neighborhood shopping center in the Whisman area at Whisman and Middlefield Roads.
- F.3 Utilize the design review process to ensure continued high quality of new or remodeled shopping areas.
- F.4 Consider rezoning the general commercial (CG) zoned lands along Moffett Boulevard, north of Central Expressway, to make this area more compatible with the adjoining residential uses. Special design criteria should also be considered to enhance the appearance of this area as a gateway to Downtown.

El Camino Real

The 1982 appearance of El Camino Real will change dramatically with planned street improvements. Upgrading the street will provide a setting which is more conducive to private improvements and redevelopment. Special efforts by the City can facilitate such upgrading and help ensure that it is sensitive to the problems and opportunities of this prominent and historic arterial. Most El Camino Real properties abut residential uses and buffering between the two uses needs to be especially considered during remodeling or reconstruction.

This transformation of El Camino Real can also provide an expanded potential for new housing. Although presently allowed within the district, few dwellings have been built. However, housing of medium- to high-density can be integrated into this major transportation corridor and in many cases linked to the residential neighborhoods to the rear.

POLICY G: EL CAMINO REAL

Foster new development, rehabilitation and redevelopment of existing uses along El Camino Real to improve the visual appearance of the area, buffer the boundaries between commercial and residential uses and capitalize on potential housing opportunities.

IMPLEMENTATION STATEMENTS

- G.1 Amend the Zoning Ordinance, particularly the C3T District, and other appropriate codes to ensure that new or remodeled projects or changes of use are compatible with the substantial public investment in El Camino Real street improvements. For example, this may include provisions for minimum landscaping, buffering between differing uses, and development of urban design/architectural criteria specific to El Camino Real.
- G.2 Coordinate through project review the private parking, driveways and landscaping which will minimize paving, reduce driveways and enhance the streetscape. Where coordination takes place, consider some reduction in the number of parking spaces, appropriate to the mixture of uses.
- G.3 Review the Sign Ordinance to ensure that signing is complementary to the new El Camino Real street design and the character and scale of private redevelopment.
- G.4 Consider conducting design improvement studies working with owners of older developed areas in an attempt to improve site and building appearance and parking provisions (e.g., through assessment district, coordinated site improvements, etc.).

A mixed-use development on El Camino Real.



Regional Shopping

The commercial facilities along San Antonio Road and El Camino Real constitute one of the region's largest single shopping areas. The area embraces several now-separate centers, including Mayfield Mall, the Old Mill, and the San Antonio Center. Together these commercial facilities provide important local goods and services as well as an important source of City revenue.

The area has seen major improvements in the last ten years. Under the guidance of precise plans, the San Antonio Center has developed a mall, landscaped most of the site, improved access and circulation, added new retail uses and improved signing. The Old Mill has developed, providing new entertainment and specialty shopping opportunities. Continued improvements by the owners are necessary if the centers are to remain competitive and maintain a quality identity. The recent relocation of the Greyhound bus station to Mayfield Mall improves the area's access to regional transit, as will the possible Southern Pacific station now under study.

POLICY H: MAJOR COMMERCIAL CENTERS

Continue to encourage the upgrading and coordination of major commercial centers, particularly the San Antonio Road commercial complex.

IMPLEMENTATION STATEMENTS

- H.1 Update and coordinate the precise plans for the San Antonio Area to foster needed improvements including access and linkages between the centers.
- H.2 Continue to study the possibility of development of a new rail transit stop in the San Antonio Area.
- H.3 Consider the possibility of allowing high-density housing, perhaps mixed with commercial, on portions of the land now exclusively devoted to commercial use (such as the lands to the east of Showers and in portions of the surrounding parking areas).
- H.4 Coordinate, through project review and use of existing or modified precise plans, the visual and functional unification of the Grant and El Camino shopping area, including upgrading of landscaping, signing, buffering and maintenance at the backs of the buildings.

Downtown

Castro Street is the historic and physical center of the City of Mountain View. It remains an important component of the City's image. Long suffering as a viable commercial center due to competition and changes in shopping patterns, the Downtown is beginning to regain its commercial importance through revitalization and rejuvenation. The Castro Street area is closely linked to public open spaces, community facilities and to surrounding residential

uses. It is the hub for the existing bus transit as well as the major rail transit connection point. It has developed over the past several years as an area center for dining out.

Improvements have begun to take place under the Revitalization District with partial use of tax increment financing. Castro Street was upgraded in 1978 with the addition of new lighting, resurfacing, planters, and an emphasis on pedestrian facilities. These public improvements can be extended to the side streets and parallel streets to complete this renovation. Such public improvements can also be tied into the public facilities including City Hall and the new Police Services and Fire Administration building.

The treatment of the public areas, particularly the parking lots, is especially important to the image and usability of the Downtown. The back entrances of most Castro Street businesses need to be enhanced and coupled with improved access from the parking areas. The parking areas themselves need to be enhanced and, in some areas, expanded. These areas should provide pleasant, safe areas for people to park.

Additional parking to serve Downtown must be carefully planned to ensure shopper convenience and compatibility with adjoining residential areas. Parking structures (rather than devoting additional land to surface parking) remains a long-term ideal for the Downtown. However, the financial feasibility of such parking structures at a scale commensurate with the Downtown, e.g., one or two stories, may not yet be possible. When it is, deck parking may reasonably be developed in conjunction with additional commercial and retail facilities, offices and high-density housing. Care must be taken, in any event, to ensure that future development intensity and needed parking are consistent.

Castro Street will remain as a through street open at the railroad. However, it is now congested and will likely become worse as the area's revitalization and development progresses. Improvements to Bryant and Hope Streets will enable these streets to serve as a "couple" providing convenient access to the commercial uses and public parking areas and ease the traffic load on Castro Street. Completion of the Bailey Avenue overpass connections to Central Expressway and between the Expressway and Route 85 would ease commute traffic congestion while facilitating access to the Downtown from outlying areas.

The real future of the area rests largely with private renovation and development. The Revitalization District can help facilitate private renovation but cannot take the place of private efforts to bring in new uses and interest.

In order to maintain a sense of commercial liveliness and activity along Castro Street and the commercial side streets, these private renewal efforts should encourage first floor commercial uses and avoid offices, parking, blank facades or other spaces which do not have an active pedestrian orientation. This historic center of the community can achieve added richness through the retention, enhancement, and restoration of its historic buildings and sensitive renovation of later buildings.



Castro Street, Downtown Mountain View.

There remains a substantial opportunity for new development. Recently revised Downtown zoning allows for a higher intensity of commercial and residential uses. The construction of new urban housing in conjunction with the Downtown commercial and public facilities can lead to a more dynamic area. Even the district-owned parking lots offer potential for "air-rights" developments for residential use. This higher-density housing, approximately 40 dwellings per acre, can serve several housing needs. Because of its proximity to transit and services, it can be less auto dependent. It can particularly serve singles and seniors who can effectively utilize smaller, more urban housing.

All of these improvements and additions will bring in more people and more activity. Concurrent means to protect the surrounding residential areas, as defined in the Central City Area Plan, must also be pursued.

POLICY I: DOWNTOWN

Continue and expand the Revitalization Program in the Downtown area to the extent that funding is available and provided there is clearly demonstrated evidence of significant, private improvements.

IMPLEMENTATION STATEMENTS

- I.1 Consider additional mechanisms and incentives to encourage housing as part of the new developments Downtown.
- I.2 Consider extending the Revitalization District Public Improvement Plan to parallel and side streets within the Downtown.
- I.3 Consider developing a parking plan for providing added, close-in parking to serve existing and anticipated development, seeking downtown support if possible.
- I.4 Continue design review of rehabilitation and new developments to ensure high-quality design and renewal, and retention of historical design features.
- I.5 Coordinate public improvements with private construction and rehabilitation.
- I.6 Consider permitting use of air space over private and public parking lots for residential development and other mixed and multiple use structures within the Revitalization District.

PUBLIC FACILITIES

Public buildings and places (parks, fire stations, civic buildings, schools) hold important recreation, public protection, administrative, and education uses to serve the people of the community. Public utilities (sewer and water lines, storm drainage systems, wells, reservoirs, gas and electric lines, and solid waste disposal facilities) help provide us with safe, sanitary and convenient homes and businesses. Public buildings and utilities are to a very large extent complete in Mountain View. Areas where additional parks are needed and where the road system needs completion are noted in the Environmental Management and Circulation Chapters, respectively.

Many public uses are in a state of flux due to changes in population, public financing and other factors. Schools in particular are experiencing major changes due to the drop in enrollment and loss of financial resources. Some of the existing City facilities and utilities are becoming old, with major maintenance and, in some cases, replacement becoming likely in the next 10 years. This is a further reflection of the maturing of Mountain View, with the emphasis shifting from growth and new development to maintenance and rehabilitation of existing facilities.

Civic Center Area

Plans for the City's Civic Center have changed substantially in the past 10 years. Formerly, a single civic center complex combining City Hall, Library, Police and Fire Services was to encompass all of the area from Bailey Avenue to Castro Street between Mercy and Church. That plan required the acquisition of all of the housing lying between the present Library and Bailey Avenue. After environmental studies in the mid-70's, it was concluded that the plans should be abandoned in order to preserve the neighborhood. It was also determined that the present block, which houses the City Hall, Library, and Pioneer Park should not be substantially extended and that facilities could be dispersed within the Downtown area. This new "dispersed civic center" concept can be closely allied with Downtown improvement.

Existing public uses form two major public spaces. The City Hall building, Library and Pioneer Park create a unit which serves as the first important civic space. These uses are closely related to the High School District properties

south of Church Street. The recent closure of Mountain View High School offers the opportunity to utilize existing facilities for public uses and open space. These two key public spaces can be linked somewhat through special design attention (e.g., special landscaping, street trees, signing, etc.) along connecting streets, especially Bryant. Locating other public facilities, service agencies and open spaces along this path, where possible, could further reinforce the linkage.

The new Police Services and Fire Administration building on Villa is the second major existing public facility. The completion of this building on Villa Street marks the accomplishment of a major goal. This 42,000 square foot building provides space for all Police activities and Fire administration, with room to accommodate other limited public functions.

The old Fire Headquarters site still houses Fire Station No. 1 at the southeast corner of Franklin and Villa. This facility is fairly outdated, however, and replacement or relocation is a possibility. Should relocation be decided upon, several sites could be considered including some which may provide an opportunity to join a new Fire Station with existing public spaces. No other major Police or Fire facility is envisioned for the next 20 years.

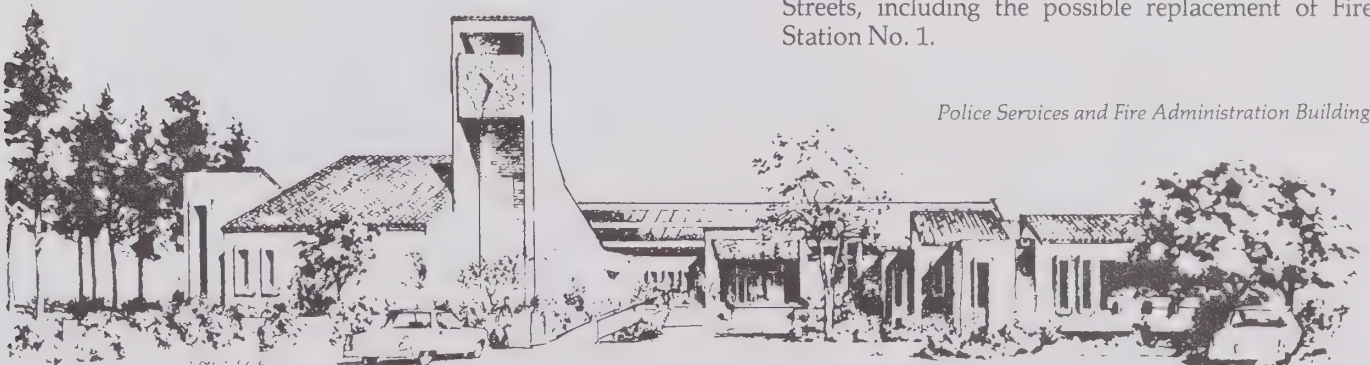
POLICY J: CIVIC CENTER

Foster improvement and limited addition to the Downtown civic center facilities as needed.

IMPLEMENTATION STATEMENTS:

- J.1 Provide sufficient parking, preferably in conjunction with other public and private uses to serve the civic center functions.
- J.2 Protect adjacent residential areas from intrusion from automobiles, noise and other activities associated with these public uses by use of landscaping, location of access points to these facilities, traffic diverters if needed, etc.
- J.3 Review potential use for the City-owned lands along Bailey Avenue, and if not needed for public purposes (e.g., fire station, parks, buffer landscaping), consider sale with strict design criteria for private development.
- J.4 Consider alternatives for the future use of the old Police and Fire site on Franklin and Villa Streets, including the possible replacement of Fire Station No. 1.

Police Services and Fire Administration Building.



Schools

Schools are important to the City and its neighborhoods for reasons beyond the essential educational function they provide. School lands, in conjunction with City-owned land, are sources of neighborhood identity, parks, recreation, visual open space, meeting rooms and playgrounds. This multiple public use of school facilities requires careful cooperation between the City and the School Districts.

Mountain View is served by four school districts; three elementary and one high school. Each of the districts is a separate public agency with its own elected board. This number of districts, particularly with smaller enrollments, can make joint area-wide policy making difficult.

School districts are facing both declining enrollment and financial limits. The result has been the need to close schools and sell excess lands. The drop in enrollment reduces both the need for schools and the income the districts can expect from state subventions. Current trends towards smaller family sizes, as well as the large number of apartments which have historically excluded children, both contribute to the school enrollment problem. Unless trends are slowed or are reversed, other schools may be closed.

The City has amended its ordinances and made efforts to facilitate retention of school sites while protecting future public options. Changes in City policies and ordinances related to housing can also help offset the enrollment decline.

New residential uses can encourage occupancy by families with children through measures such as prohibiting discrimination against families with children in condominiums, and construction of new housing with larger units and more bedrooms. Ensuring greater accessibility of families with children to apartments will also contribute to stemming the decline and perhaps increasing the number of school-aged children in the community.

Even with some increase in enrollment, additional school district properties will likely be considered for closure and sale of the land. Public school lands are covered by the City's PF (Public Facilities) District which permits the community to review alternative uses such as housing, open space, public facilities, etc., in the event of change of use or ownership. School closures and land sales are important actions which must be addressed cooperatively with the districts and City.

POLICY K: SCHOOLS

Foster continuation and improvement of the public education opportunities in the City.

IMPLEMENTATION STATEMENTS

K.1 Strive to offset the current decline in public school enrollment through addition of new residential opportunities, encouragement of family-oriented residential development and increased accessibility by families with children to all housing.

- K.2 Encourage interim, alternate uses of school sites and facilities not currently needed for educational purposes to allow renewal of school use should the current declining enrollment trend reverse.
- K.3 Through community participation and careful review, ensure that surplus school sites, are evaluated with respect to parks, open space, recreational structure use, and other neighborhood and community needs prior to change of use.

Parks

The City's parks are among the community's most visible and important public facilities. They serve as open space accents in the community providing recreation spaces and areas for people to relax and escape from urban pressures. The Environmental Management Chapter deals broadly with many of the major open spaces in the community. This Chapter concentrates on the major district and neighborhood parks.

The City presently has several small playgrounds, eight major neighborhood parks, two district parks, as well as Shoreline (shown on the Land Use Map). Additionally, the City has fostered the use of Deer Hollow Farm and the development of Stevens Creek Park chain.

Shoreline is expected to provide a future facility of major City and regional importance. This facility will cover land adjacent to the expanse of the salt ponds water area. Shoreline will include a major golf course, lakes, wildlife areas and meadows. Portions of the park will soon be completed



and available to the public but the entire facility will take perhaps 15 to 20 years to complete with the gradual addition of facilities and uses as they become economically feasible and available to the community. This park is linked to other regional parks in adjoining communities. It is also tied to Stevens Creek and Permanente Creek.

Two district parks, Cuesta and Rengstorff, serve major populations of the City. Rengstorff Park is completed, whereas Cuesta Park can be expanded and facilities added in the future.

The City's neighborhood parks are generally located to serve populations within a quarter-mile radius, with district and other parks providing a broader focus. However, parks often provide specialized opportunities (e.g., ballfields, tennis courts, barbecues, etc.). As such, all of Mountain View's park facilities complement one another and tend to serve a community-wide function.

As noted elsewhere, there is a critical link between neighborhood parks, open space facilities and school district land. Particular care must be taken to ensure that these facilities are not diminished, particularly as population increases and the demand grows for close-in recreation and open space opportunity.

Several important parks are still pending. Already discussed is Shoreline. A second major facility is the Stevens Creek Park Chain which can serve many areas of the City. Stevens Creek has been the subject of a joint multi-use

study by the Santa Clara Valley Water District, Mid-Peninsula Open Space District, the County and the City. The 9-10 acre Sylvan Park remains as the only undeveloped neighborhood park in the City. The Area Plan and Precise Plan for the 24-acre parcel of land, owned by the Mountain View Elementary School District, define the park, its need and its relationship to the neighborhood. The Mountain View High School site can also continue to provide open space and recreation opportunities. The partially improved Dana Playground in the Central City can provide a small, focused play area to serve the Downtown neighborhood. These pending facilities, as well as "completed" parks require a major commitment to ongoing maintenance, periodic refurbishing and expansion.

POLICY L: NEIGHBORHOOD AND DISTRICT PARKS

Assure that there are neighborhood or district parks conveniently located and accessible to all residential neighborhoods in order to provide recreation and open space benefits evenly throughout the City.

IMPLEMENTATION STATEMENTS

- L.1 Complete the development of a 10± acre park and school reserve in the Sylvan area.
- L.2 Improve Dana Park in the Downtown area to provide active recreation opportunities not now convenient to the neighborhood.

Award winning Cuesta Park is a major recreation resource.





Neighborhood parks provide recreation opportunities for nearby residents.

- L.3 Carefully review the impact of proposed school closings, particularly when they are schools in conjunction with City parks.
- L.4 Determine to what extent, if any, Cuesta Park should be expanded and develop appropriate implementation plans.
- L.5 Continue to work with the Mountain View-Los Altos High School District to preserve, where feasible, continued public access to open space and recreational facilities at the Old High School Site. Carefully evaluate any proposed change against the important role of this site in the community, and especially the Central City.

POLICY M: REGIONAL FACILITIES

Foster the completion of regional scale parks and open space areas in the community.

IMPLEMENTATION STATEMENTS

- M.1 Update the master development plan for Shoreline and proceed with gradual implementation of the entire facility as funding permits.
- M.2 Continue to seek out regionally-based funding for development and operation of Shoreline.
- M.3 Schedule improvements to the Stevens Creek Park Chain and solicit neighborhood participation in planting and improvement of the park chain.
- M.4 Continue to facilitate the educational and recreational activities of Deer Hollow Park.

Sewerage System

Of the City's major utility systems, only the sewer system is nearing capacity. The City of Mountain View shares in a regional system with the cities of Palo Alto and Los Altos, with a central processing plant located in Palo Alto.

The plant is currently limited by the tertiary treatment facilities, of which Mountain View has an allocation of 10.1 MGD (million gallons per day). With expected development under existing zoning and assumptions of the General Plan, the City will ultimately need a capacity of approximately 12 million gallons per day. The exact amount is dependent on the success of conservation measures, the amount of redevelopment and increases in the intensity of uses.

In addition to the plant capacity, full development, especially at higher intensities of use, could cause localized problems with pipeline capacities. Fortunately, the plant itself has unused capacity and the inherent capability for expansion. The City has the opportunity to purchase unused treatment allocations or to increase tertiary treatment capabilities to increase capacity. Conservation, particularly in major industries with high sewerage use, could also substantially reduce load on the plant, freeing capacity for other growth.

POLICY N: SEWER TREATMENT FACILITIES

Continue to provide sewer treatment capacity adequate to serve the anticipated growth in Mountain View.

IMPLEMENTATION STATEMENTS

- N.1 Explore alternatives for increasing sewer treatment capacities through purchase of additional allocations or expansion of the facility.
- N.2 Expand efforts to promote conservation of water and reduction of sewer outflow, especially among large industrial users.
- N.3 Coordinate in the preparation of a detailed study of sewer service needs, including plant capacities and adequacy of sewer lines.

POLICIES RELATED TO LAND USE MAP

The Land Use Map is a general graphic representation of many of the policies of the General Plan, including representation of the major street network system and of the distribution of generalized land use categories throughout the City. The Map cannot be used alone; it must be used in conjunction with the descriptions, goals, policies and implementation statements which define, amplify, refine and qualify the generalized Land Use Map.

The General Plan Land Use Map is located on page 67.

POLICY O: LAND USE MAP

The Land Use Map depicts general area-wide land use patterns. Individual General Plan implementation statements, zoning and precise plans shall be consistent with the general land use pattern, but may provide site-specific variations and texture in density, land use mix and other design factors.

IMPLEMENTATION STATEMENTS

- O.1 Apply the following principles in interpreting the Land Use Map for such purposes as determining consistency between zoning and the General Plan:
 - The Land Use Map must be considered in conjunction with the remainder of the text in order to arrive at site-specific criteria.
 - The zoning and other land use controls over an area must be consistent with the Map when considered over that same area, but a variety of zoning designations may take place within the area.
 - The land use pattern shown on the Map shows the basic, most intensive land use in the area. Implementation tools such as zoning and precise plans may allow mixed uses, combining a less intensive use like housing with the indicated base land use (e.g., commercial).
 - Specific topic maps such as the Street Classification Map in the Circulation Chapter shall take precedence over the Land Use Map in regard to the specific topic involved (e.g., the Street Classification Map shall take precedence over the streets shown on the Land Use Map, but not over the land use indications).
- O.2 Factory-built and mobile home housing units are not considered a separate land use type, but as another form of residential construction and, therefore, are included within the residential density indications on the Land Use Map and regulated by the Zoning Ordinance and other land use tools.

CIRCULATION



CIRCULATION CHAPTER

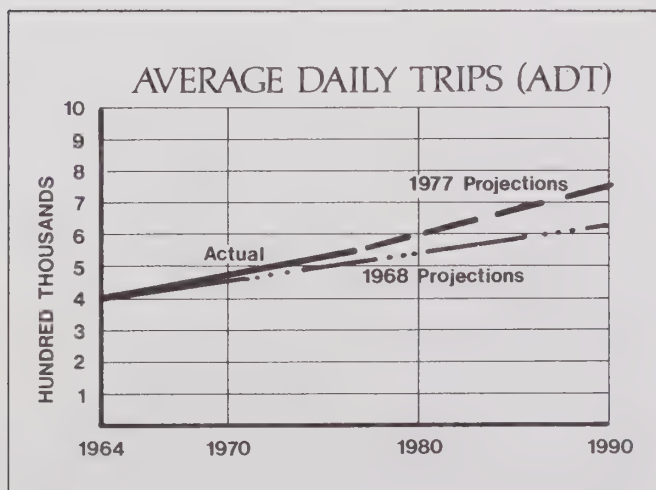
INTRODUCTION

The Circulation Chapter is the part of the General Plan which sets the policy relating to all of the circulation facilities and systems (e.g., streets, walkways, bikeways, transit, etc.) in the City of Mountain View. The last Circulation Element was adopted in 1968. That Element, heavily oriented to the street system, also included mass transit, pedestrian ways, bikeways and helicopter landing facilities. The street system envisioned in that Plan has been 95 percent completed. In the areas of transit and bicycle facilities, there has also been significant accomplishment, though less than with the street system.

In the decade since the last Circulation Element was adopted, there have been many changes in the City. The reality of 1977 is very different from the future envisioned in 1968. The projections that were made for increases in population and homes have not materialized; while traffic and employment have increased faster than anticipated. In fact, on certain segments of El Camino Real, Grant Road, Cuesta Drive and the Bayshore Freeway, the traffic projections made for 1985 have already been met or exceeded.

Today conditions exist which were not foreseen in 1968. The most significant of these is the probable fuel shortage and the impacts it will have on how and when cars are used. Other conditions include the small amount of vacant land left for development and any change in use pattern, the current restrictions on government funds for new road construction, plus the phenomenal increase in the cost of housing and the impact this has on how far people must commute. These circumstances all may have an effect on the transportation system by 1990.

As the discrepancy between the 1968 projections and the 1977 reality indicate, there are uncertainties involved in making projections from current trends. Changes in these trends are likely; new conditions in the areas of housing, fuel, finance and land use may have significant impact on projections made for 1990. In light of these uncertainties the most helpful Plan is one that accomplishes two objectives: (1) the provision of a definite direction over time; and (2) the provision of flexibility so that we can respond to changing conditions.



CIRCULATION GOAL

To assure a balanced transportation system, integrated with the regional system and offering a variety of transit options to the community.

The Circulation Goal sets the philosophical direction of the entire Circulation Chapter. While very general in content, it does reflect certain values and excludes others. All of the Policies and Implementation Statements that follow derive from and support this Goal. The Policies articulate the direction indicated by the Goal in the areas of System Design; Streets, Highways, Automobiles; Local Transit; Regional Transit; Nonmotorized Travel; Facilities Design; and Pollution Protection. The Implementation Statements describe the major commitments needed to implement the Goal through 1990.

SYSTEM DESIGN

The policy presented below represents the essence of the new direction of this Chapter. This does not, however, indicate a reversal in emphasis. When dealing with increased choices to the automobile, the matter of scale must be considered. Although a doubling of nonauto trips would represent a significant increase, it would still be a relatively small percentage (10 percent) of total trips. If present conditions continue, the most trips that these alternatives would be expected to carry by 1990 would be 10 percent. However, if major changes occur, for example in the price or availability of fuel, these alternatives may carry a much higher percentage of trips.

POLICY A: INCREASE ALTERNATIVES

Promote, as the basis for transportation planning, the concept that there must be increased alternatives to the automobile and allocate resources accordingly.

IMPLEMENTATION STATEMENTS

- A.1 Develop criteria for making investment decisions regarding transportation facilities that increase alternatives to the automobile.
- A.2 Provide facilities (such as sidewalks, bicycle lockers, bus shelters, jitney service, etc.) at the major activity centers and transfer points so that people can both approach and circulate within those centers by means in addition to cars. These activity centers include the San Antonio Corridor, the Castro Street area, El Camino Hospital, and the Whisman industrial area. The transfer points include the Southern Pacific Station and the El Camino Bus Corridor.
- A.3 Conduct an information and promotion effort to increase citizens' knowledge of the new and increasing alternatives to the automobile.

STREETS, HIGHWAYS, AND AUTOMOBILES

The street network is fundamental to the whole transportation system and is, therefore, the most important feature of the Circulation Chapter. With major exceptions, the street network as envisioned in 1968 is complete. The exceptions are: Evelyn Avenue, Grant Road, Calderon Avenue, El Camino Real, Bayshore Freeway and virtually all of the roads north of the Bayshore Freeway.

Currently, the major arterials provide excellent service to car traffic, except at certain intersections during rush hours: 7 a.m. to 8 a.m. and 4 p.m. to 6 p.m. There is more than

ample street capacity for car traffic during all the other hours of the day. Significant improvement in the road system can be made by reducing peak hour congestion and improving intersections. There is little need to increase total road capacity.

If no changes are made in the transportation system, more traffic on city streets is inevitable. Projections for daily trips indicate a total of 625,000-750,000 trips by 1990 — a 25-30 percent increase over present levels.

In the past, the response to more traffic has been the construction of more streets and highways. The stop gap nature of this response, the lack of land and financial resources, the frequent inability of new roads to improve conditions for longer than a few years, and the divisive effect of streets on the community all combine to make a new approach necessary. New and expanded facilities should be considered only as a last resort. This coupled with the more effective, efficient use of existing facilities is a new policy emphasis.

Finally, several segments of the arterial system carry heavy traffic volumes through neighborhoods. Although disruptive to adjoining neighborhoods, these volumes cannot be eliminated or shifted without transferring the problems to residential streets or causing severe congestion. The residential disruption can be minimized through the institution of a new street concept, "Residential Arterials," and the use of effective design of the side street and median landscaping, lane widths and sidewalk locations. Designing new streets and rebuilding older arterials to minimize the impact on residential neighborhoods is another new emphasis of this Chapter. The "Residential Arterials" are shown on the 1990 Street System Map (page 35).

POLICY B: STREET IMPROVEMENTS

Provide an adequate street and highway network to serve all modes of local and selected through traffic with minimum conflict. The criteria of appropriate service level, safety, impact on adjacent land uses, environmental impact, and cost will be considered in each project.

IMPLEMENTATION STATEMENTS

- B.1 Complete the following road segments as indicated.

El Camino Real	6 Lane Arterial
Evelyn Avenue	4 Lane Arterial
Grant Road	4 & 6 Lane Arterial
Calderon Avenue	2 Lane Collector
Stierlin Road	4 Lane Arterial
Charleston:	
North Bayshore	2 Lane Collector
Charleston/Garcia	
Extension	2 Lane Collector
- B.2 Consider space on most streets for modes in addition to cars, providing special facilities where needed for bus turnouts, bike lanes and pedestrians.



Along Cuesta Drive, medians and large scale trees soften the impact of this major arterial on the surrounding neighborhood.

B.3 Decide if there are improvements such as signalization, channelization, widening, or improving sight distance which can be made to improve safety and minimize conflicts at the following intersections:

- California/Pachetti
- El Camino/Calderon
- Stierlin/L'Avenida
- Old Middlefield/Sierra Vista
- Rengstorff/Latham
- Middlefield/Route 237
- El Camino Real/El Monte
- El Camino Real/Yuba Drive
- El Camino Real/Grant Road
- Rengstorff/Central Expressway
- Moffett/Central Expressway
- Cuesta/Springer

B.4 Consider improving the connections between arterials and through routes at the following locations:

- Central Expressway/Bailey
- Middlefield Road/Route 237
- 101/Stierlin
- 101/Rengstorff
- Central Expressway/85

B.5 Evaluate the following segments of arterials, including adjacent intersections, to determine if delay can be reduced.

- El Camino Real* (Palo Alto boundary to Grant Road)
- East Middlefield Road (Whisman to Highway 237)
- Grant Road* (El Camino Real to Cuesta)

*In design stages (1978)

B.6 Once a street has been built to an accepted standard, the City will provide minor maintenance and resurfacing.

B.7 By 1985, all streets not built to a recognized City standard shall be brought up to the relevant standard and paid for through City and property owner participation on a fair-share basis.

B.8 The City endorses improvements on surrounding free-ways to no more than the following number of lanes:

- Highway 101 — 8 lanes
- Highway 85 — 4 lanes
- Highway 237 — full 4 lanes
- Central Expressway — 4 lanes

B.9 Use the following factors to modify "Residential Arterial" streets as needed:

- Reduce curb-to-curb pavement width
- Reduce width of moving lanes
- Reduce or screen curb parking
- Space street trees closer together. Locate trees closer to streets, between the curb and sidewalk
- Use larger trees
- Reduce the amount of monolithic sidewalk
- Post lower speed limits

B.10 Prepare design plans for "Residential Arterials" to determine the needed modifications.

B.11 Modify the City's Streets and Sidewalk Code and Street Standards to reflect the "Residential Arterials" designation and other changes specified in this Chapter.

POLICY C: EFFICIENT USE OF SYSTEM

Promote measures which will result in more efficient use of the street and highway system as well as the private automobile.

IMPLEMENTATION STATEMENTS

- C.1 Promote staggered work hours, car pooling, van pooling, commuter-oriented bus lines and express bus use.
- C.2 Support Transportation System Management (TSM) measures on streets and highways, such as exclusive lanes for high-occupancy vehicles (buses, car pools, and van pools), promotion of nonmotorized modes and promotion of nonpeak travel.
- C.3 Encourage off-street parking accommodations which support the more efficient use of the streets such as close-in parking for vehicle pools, compact spaces.
- C.4 Instead of widening arterials, consider alternatives such as restricting on-street parking at peak hours, one-way streets, and preferential directions.
- C.5 Encourage shopping centers and large developments to be designed in a way that concentrates access at principal signalized intersections.
- C.6 Encourage multiple uses in appropriate areas to allow for shared utilization of streets and parking.
- C.7 Encourage appropriate mixed use zoning to allow and encourage pedestrian utilization of shopping and service areas.
- C.8 Consider synchronization of traffic signals on arterials throughout the City.
- C.9 When reconstructing residential streets, avoid widening the streets and reduce the right-of-way where possible.
- C.10 The curb-to-curb pavement on new and rebuilt streets shall be maintained at as narrow a width as practical to meet the traffic needs of the adjoining uses.

POLICY D: POLLUTION AND CONSERVATION

Encourage and facilitate the use of more efficient, pollution-free vehicles.

IMPLEMENTATION STATEMENTS

- D.1 Establish criteria for small car spaces, bicycle lockers, and parking for alternative modes which encourage their use and minimize the need for paved areas.
- D.2 Support state and federal legislation that promotes more efficient vehicles.
- D.3 Allow proven low auto-generation developments to substitute landscaping for some of the required parking area.



A bus shelter at the Mountain View Transit Center.

LOCAL AND REGIONAL TRANSIT

Mountain View needs to be actively involved in the development of local, county, and regional transit service for two major reasons. The first involves providing service to those who live, work, and shop in Mountain View. Commuters and people dependent on transit are the two groups most in need of this service. The second reason involves protecting and preserving the community from the inevitable impact of major regional traffic. Mountain View functions as a receiving basin for the traffic of the broad Santa Clara Valley as it funnels into the constrained traffic channels of the Peninsula. If traffic volumes materialize as projected, the result will be intolerable congestion and delay during rush hours on the arterials of El Camino Real, San Antonio Road, Rengstorff Avenue and Grant Road. A good transit system could avert this situation by freeing people from dependence on their cars.

The Southern Pacific Rail service, the Santa Clara County Transit District bus system and Greyhound bus service are the only transit options currently available. Since the extension of BART into Santa Clara County is unlikely, an upgraded Southern Pacific is the most likely regional-rail transit expected.

POLICY E: LOCAL TRANSIT

Promote local transit service which is capable of meeting broad citizen needs, but in particular the transit dependent and the commuter.

IMPLEMENTATION STATEMENTS

- E.1 Pursue a transit system that connects the majority of residential areas with activity centers during normal waking hours (6 a.m. to midnight) and with adequate frequencies.
- E.2 Foster and coordinate development of paratransit (e.g., jitneys, vans, shuttles) that will supplement without jeopardizing the service levels of the basic system.
- E.3 Provide adequate accommodations (e.g., bus turnouts, shelters) on the street system to facilitate transit.
- E.4 Foster the development of transit to meet the needs of special groups such as the elderly and the handicapped.
- E.5 Assure provision of transit service between Shoreline Park and the rest of the community.

POLICY F: REGIONAL TRANSIT

Ensure the continuation and improvement, through active regional leadership and cooperation, of county and regional transit service.

IMPLEMENTATION STATEMENTS

- F.1 Aggressively promote the preservation and improvement of passenger service on Southern Pacific Rail facilities with emphasis on tie-ins with other local and regional transit, including Santa Clara County Transit, San Mateo County Transit, and regional bus service.
- F.2 Take steps to minimize local negative impacts (e.g., increased need for parking, traffic and pedestrian facilities, possible redevelopment consequences, etc.) that may arise from improved service on the Southern Pacific Line.
- F.3 Support the trial of preferential treatment for buses, van pools, and car pools on existing freeways.
- F.4 Continue the practice of devoting resources to review and comment of all regional transportation studies and plans that will impact Mountain View.
- F.5 Assure adequate access and parking at the Southern Pacific station.
- F.6 Recognize the benefit and likelihood of locating an improved regional transit station between Bailey Avenue and Calderon along Evelyn Avenue, and consider alternatives for land use, building design, parking lot design, and landbanking that will enhance rather than preclude the transit station options.

- F.7 Encourage the construction of a pedestrian overpass across the Southern Pacific tracks and Central Expressway to facilitate access to rail transit.

NONMOTORIZED TRAVEL

In Mountain View the most basic form of human movement, walking, is one of the least attractive. Even in residential and shopping areas where walking should be a pleasant and convenient mode, the presence of obstacles and lack of accommodations have discouraged pedestrian travel.

Since 1974 there has been a significant increase in the registration and use of bicycles for recreation and commuting. Unfortunately, the same freeways and major arterials which slice through the City also act as barriers to cyclists.

One of the major intents of this element involves making travel by foot and bike safe, attractive alternatives to car travel. If adequately accommodated, walking and cycling would have a chance to become major contenders for intra-city travel.

Future hiking trail, Stevens Creek Park Chain.



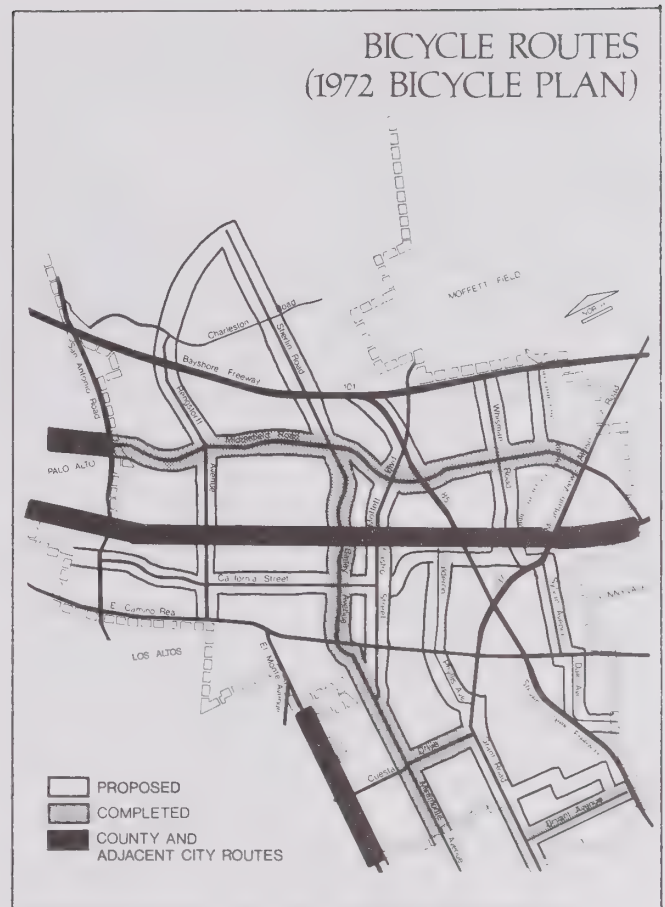
POLICY G: WALKING

Promote walking throughout the City.

IMPLEMENTATION STATEMENTS

- G.1 As a general procedure, continue to provide sidewalks in all new developments except in certain limited areas which may be developed with larger than normal lots, and with no special storm drain or street continuity needs where consideration may be given to eliminating or modifying curbs, gutters, and sidewalks, but maintaining wide shoulders.
- G.2 Ensure that sidewalks are creatively designed to emphasize safe, pleasant pedestrian use. Sidewalks should be free of obstructions such as signs and driveways, protected or separated from traffic, and wide enough to easily accommodate pedestrian use. Use of meandering sidewalks, special lighting, and landscaping should be considered in new and reconstructed streets.
- G.3 Review and improve pedestrian accommodations at major intersections on arterials, including ramps for the handicapped, baby carriages, etc.
- G.4 Actively lobby with appropriate jurisdictions for construction of pedestrian overpasses on Highway 101, Highway 85 and Central Expressway.
- G.5 Utilize portions of the Permanente and Hetch-Hetchy rights-of-ways as pedestrian connectors.
- G.6 Foster development of the Stevens Creek Park hiking trail.

Meandering sidewalks provide a pleasant walking environment.



POLICY H: BICYCLES

Promote bicycle use as a significant mode of travel by providing improved, safer facilities.

IMPLEMENTATION STATEMENTS

- H.1 Implement formal bike lanes and routes on the select major streets as indicated on the following map.
- H.2 Provide ample street space and appropriate markings for safe bicycle use throughout the City.
- H.3 Explore ways to overcome the barriers to bicycle travel including bicycle and bicyclist-actuated signals and overcrossings. In particular, study the following areas:
- San Antonio Corridor
 - Rengstorff at Central Expressway
 - Stierlin access to Bayshore Freeway
 - El Camino Real at Highway 85
- H.4 Encourage connection of inter-city bike routes at the City boundaries.
- H.5 Promote adequate and secure parking and storage facilities for bicycles in both public and private development.

FACILITIES DESIGN AND POLLUTION PROTECTION

There are three basic functions performed by transportation routes. "Local" circulation is the movement of people within an activity area, where movement is subordinate to the land use. Access is the movement of people into and out of activity areas. This movement is handled by "collectors" and is of equal importance with the land use. "Arterials" move people between activity areas often bypassing other areas in route. Ideally, movement is the primary activity taking place along arterials. Physical design, including lane width, landscaping, signing and location of adjacent land uses affect and emphasize these basic route functions.

When two or more of these functions are mixed on a single route, problems for the street and adjacent land uses will result. Changes in traffic patterns often evolved as the City developed and have made it necessary to accept some of these conflicts. Peak hour delays on some streets and too many cars on certain residential streets will continue to be

a problem. Innovations such as diverting traffic to arterials and providing landscaping can reduce these problems. Conflicts can be minimized through effective street and land use design as well. Further, landscaping can help provide a sense of visual unity and thus counteract the divisive, linear impact of these streets.

Special design of transportation routes can also function to insulate the community from the effects of vehicles that pollute the environment with exhaust, noise, speed and sheer numbers. Protection from this pollution must be provided until nonpolluting vehicles are in common use.

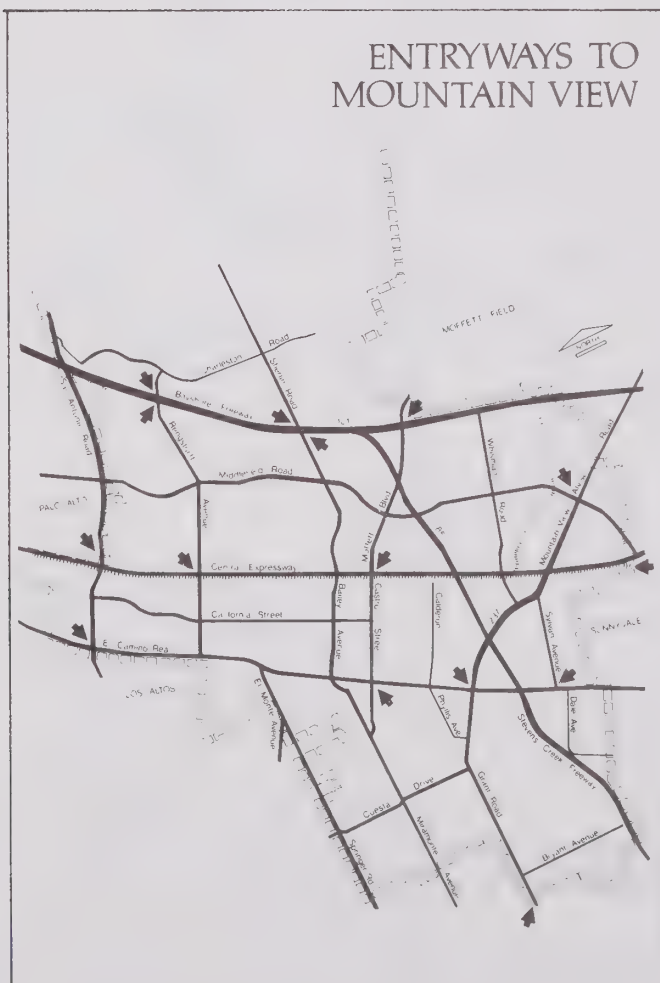
Finally, bus stops, transit stations, bicycle lockers and other transportation facilities can benefit as well from aesthetic considerations in design and placement. Enhancement of these facilities will have a subtle but definite impact on whether or not they are regarded favorably and used.

POLICY I: FACILITIES DESIGN

Design aesthetically pleasing transportation routes and facilities that blend in with their surroundings and which tie parts of the community together.

IMPLEMENTATION STATEMENTS

- I.1 Strengthen the City's program for planting street trees and landscaping intersections.
- I.2 Develop a program to create side and median landscaping on all major arterials. Give particular attention to the entryways to the City and its major focal points. These are El Camino Real at San Antonio, Central Expressway at San Antonio, Rengstorff at 101, Stierlin at 101, Moffett at 101, Central Expressway at Bernardo, El Camino at Grant (a very important entrance) Grant at Covington, El Camino at Castro, Central Expressway at Castro, Central Expressway at Rengstorff, and Middlefield at Route 237.
- I.3 Provide landscaping at bus stops.
- I.4 Consider unobtrusiveness as well as accessibility when locating bicycle lockers.
- I.5 Assure a well-designed transit station.
- I.6 Ensure that landscaping is an integral part of all phases of any street design, whether it be new or reconstructed, and that all efforts be made to preserve all major trees unless it is proven impossible to do so for health or safety reasons.
- I.7 Wherever possible and appropriate, locate routes for several modes of travel in existing corridors in the interest of conserving land (e.g., provide bicycling and walking routes along the Southern Pacific Corridor).



- I.8 Ensure street improvement design compatibility with adjacent land uses and existing streets.
- I.9 Discourage through traffic on local residential streets.
- I.10 Actively pursue a program to improve all deteriorated residential streets.
- I.11 Make separate provisions for arterial and collector traffic in the San Antonio Corridor and the Castro Street area.
- I.12 Maintain the existing design and generally narrower width of residential streets throughout the older residential areas.
- I.13 Encourage commercial owners along El Camino Real and major arterials to consolidate driveways.
- I.14 Ensure that drive-through service facilities are carefully reviewed to consider the effects on pollution, safety, congestion and accessibility.

POLICY J: POLLUTION PROTECTION

Take measures to shield the community from the noise, fumes and hazards of transportation routes.

IMPLEMENTATION STATEMENTS

- J.1 Apply innovative buffers, grade separations and generous landscaping where necessary along transportation routes to protect against pollution and noise.
- J.2 Eliminate intrusive traffic from residential neighborhoods.
- J.3 Consider the use of all types of traffic controls in residential areas to maintain vehicle speeds at a level which is compatible with the land use.
- J.4 Consider legislation that will encourage the reduction of the number of automobile miles traveled.



RESIDENTIAL NEIGHBORHOODS

RESIDENTIAL NEIGHBORHOODS CHAPTER

INTRODUCTION

This Chapter presents a framework of policies for developing, maintaining and rehabilitating residential neighborhoods. With its background reports and implementation programs, the Chapter, plus policies of the other chapters of the Plan, fulfills the State Guidelines for a General Plan Housing Element which specify that:

“The local Housing Element is intended to provide citizens and public officials with an understanding of the housing needs of the community, and to set forth an integrated set of policies and programs aimed at attainment of defined goals. In so doing, the Housing Element will serve not only as a programmatic expression of a local government to act, but will also provide guidance and directions to local governmental decision-making in all matters relating to housing.”

While the overall plan has a ten-year horizon, in order to meet State guidelines, several of the Implementation Statements are identified as the Minimum Five-Year Housing Plan. The five-year objectives and the responsible staff position are listed in Appendix G.

Mountain View has a good record in housing. The City adopted one of California's first comprehensive Housing Elements and successfully designed and implemented housing rehabilitation programs. Mountain View has encouraged new design ideas in architecture and innovative approaches to zoning. The City has provided for a mix of densities in order to foster both rental and ownership housing. As a result, Mountain View's neighborhoods offer a diverse selection of housing styles and types, ranging from large single-family homes to studio apartments.

Diversity is also reflected in the cost of housing in Mountain View. The City has some of the most expensive housing in the County, yet the housing costs are varied enough to accommodate a population with one of the lowest median household incomes in Santa Clara County. Although the housing prices in Mountain View are continuing their rapid climb, it is still possible for families, whether their incomes are high or low, to find housing to accommodate them in well-maintained or improving neighborhoods.

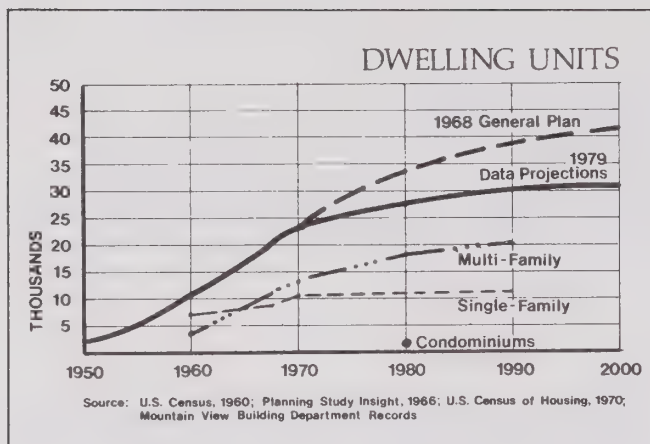
Many often conflicting issues still need to be addressed and responses tailored to Mountain View's situation. Among these issues are:

- How to retain and provide reasonably priced housing in the City.
- How to preserve and enhance the existing variety of housing choices.
- How to develop more housing and create opportunities for home ownership for a wider segment of the community's population.
- How to provide more housing opportunities for families with children.
- How to continue to maintain and improve neighborhoods to ensure livability and provide a sound foundation for community identity, financial stability and citizen involvement.

The City's neighborhoods are on the threshold of a new era. Though the past 20 years have been characterized by rapid growth and development, the next decade and the decades to follow will be a time of maturation. In certain areas of the City, attention will continue to focus on the type and quality of new construction. In most areas, however, the community's attention is shifting to housing conservation and neighborhood improvement.

Changing conditions in the City can be illustrated by the projections for dwelling units contained in the 1968 General Plan and the 1970 Housing Element. The 1968 General Plan projected 42,000 dwelling units by 1990. However, within the framework of the City's present zoning and land use patterns, 31,000 units will be the limit of residential development. These units will support a population of approximately 68,000 to 70,000, depending on family size.

Changing conditions can be demonstrated through statistics, but they can also be seen by examining the actual physical development of the City. The orchards south of El Camino Real have been replaced by single-family subdivisions. The area north of El Camino, once the site of fields and farms, is now an area of higher density and mixed residential development. The images of both areas have changed dramatically in the past decades. Today, they serve as an example of the tremendous diversity in housing and neighborhoods that exist in Mountain View.



RESIDENTIAL NEIGHBORHOODS GOAL

To enhance the quality and livability of residential neighborhoods and ensure a permanent stock of decent housing to meet the needs of the community.

The Residential Neighborhoods' Goal expresses a theme found throughout the General Plan—the necessity for improving a maturing community.

The goal is intended to serve as the framework for decisions that will affect the City's residential neighborhoods. The policies and implementation statements support the goal by establishing a direction and defining the major commitments necessary to pursue that direction through 1990.

NEW CONSTRUCTION

The City's capacity to add new housing is limited because so few residentially-zoned parcels are left for development. In addition, there are other influences that will act to limit the number of new dwellings, including: the scarcity of land suitable for rezoning to residential use, the need for additional low-density housing, and the desire to protect existing neighborhoods.

The Thompson, San Antonio and Miramonte Planning Areas are fully developed. Some major residential development is still possible in the Stierlin, Grant, Sylvan-Dale and Whisman Planning Areas, where a few residentially designated orchards and flower-growing businesses remain. In addition, the Central City and Rengstorff Areas provide an opportunity for infill development.

The 1978 housing stock consists of 28,400 dwellings on approximately 2,600 acres of land. Under current zoning, approximately 200 additional acres of residentially-zoned land will develop between 1978 and 1990, adding approximately 2,700 dwelling units or 9 percent of the 1990 housing. If present market trends to develop at densities lower than allowed by the zoning continue unchecked, this maximum figure would be unlikely and vacant residentially-zoned land would actually contribute fewer than 2,000 additional dwelling units.

Although there are limited opportunities for new housing, there is a growing demand to live in Mountain View and other North County cities. The Association of Bay Area Governments (ABAG) has calculated the demand for housing in Mountain View (as part of the Regional Housing Need Allocation Process) as 1,457 dwelling units at all cost-of-housing levels to be added between 1980 and 1985. (The breakdown by income has not been accepted by the City.) Sufficient zoning capacity exists to fulfill this need if market conditions permit. This level of construction, if carried out, will significantly help the balance between jobs and the supply of dwelling units through this time period within Mountain View. However, it is noted that the established land use patterns in the North County have led to a high concentration of employment which has not been matched by housing in the immediate area. While, compared to nearby cities, Mountain View has a relatively balanced ratio of jobs to housing, (and would be even better balanced if construction of the dwelling units called for, actually occurs), the City is strongly influenced by the regional development pattern—the jobs/ housing balance.

This situation of limited supply and increasing demand will result in a continuing rise in housing costs. Prices, both purchases and rentals, will continue their upward climb creating the need for increased incomes to live in the North County. This demand may be expected to alter the demographic characteristics of Mountain View's residents over time.

New residential construction



Major public and private actions, such as selectively increasing housing densities and curtailment of new job-producing developments, would be necessary to reduce the projected jobs/housing imbalance. Any such actions must be carefully weighed against community policies—particularly those relating to neighborhood conservation and revitalization as well as the goal of creating desirable residential environments. Various adjustments are recommended to improve housing opportunities and contain employment growth. If these recommendations are shared and still others pursued by the North County cities, the magnitude of the imbalance can be reduced. Other problems and means of addressing these problems associated with the jobs/housing imbalance are found in the Circulation and Community Development Chapters.

POLICY A: NEW CONSTRUCTION

Expand the opportunities for construction of new housing consistent with the policies within this Chapter.

IMPLEMENTATION STATEMENTS

- A.1 Encourage planned development which integrates residential and commercial uses along commercial thoroughfares and in the downtown area.
- A.2 Encourage low and medium density should redevelopment occur in mixed-density areas such as the Central City.
- A.3 Inventory and consider rezoning of appropriate vacant or underutilized industrial and commercial land for residential use if the development will produce an acceptable housing environment that is not isolated from residential services.
- A.4 Consider requiring that multiple-family dwellings in residential properties develop at no less than 75 percent of the maximum density allowed.

A.5 Consider allowing the development of high-density, high-rise residential complexes in areas such as the Ellis-Middlefield industrial area, the Central City, the Americana site, the Mountain Bay Plaza Building, and along transportation corridors.

A.6 Consider modifying the R1 Ordinance to allow an additional dwelling unit or cottage, of limited size, on very large lots (e.g., in excess of 15,000 square feet).

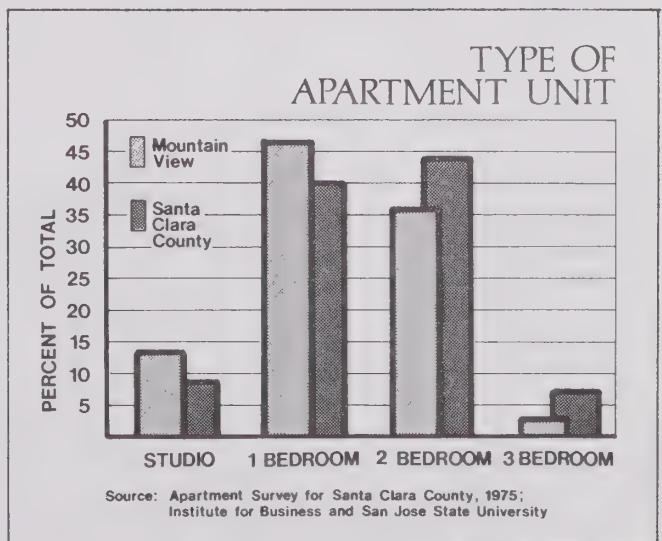
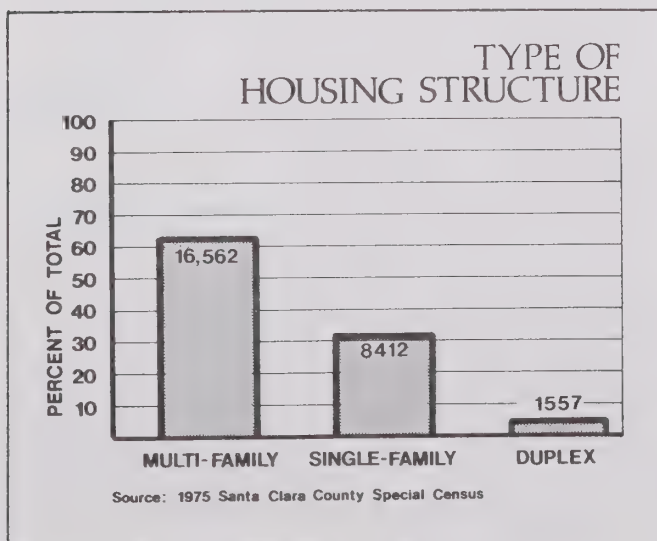
HOUSING MIX

Housing mix has two major components—variety and tenure. Housing mix is an important consideration because the type, range, and cost of housing in the City determines to a great extent the demographic makeup of the residents who can and will live here.

Mountain View has a housing variety which includes large and small apartment complexes, townhouses, single-family homes, mobile homes, and condominiums. Only one-third of the housing in Mountain View is single-family, and two-thirds are multiple-family. This is just opposite the ratio found in Santa Clara County as a whole.

Currently, Mountain View has a relatively high percentage of apartments with small units. While this situation provides a lower cost housing option for many, it also helps contribute to a special problem for families with children. This is one of the reasons why Mountain View has a smaller percentage of children (23.5 percent) than is prevalent throughout the County (35.5 percent). Similarly, the City has the highest number of young adults, ages 20-34 (36.5 percent), of any city in the County (26.7 percent). The present balance has a serious impact on the schools.

Some of the policies in this section are designed to create a more evenly distributed mixture of densities and unit size in future developments. A special emphasis is placed on developing larger units, three- and four-bedroom apartments and condominiums, which can accommodate families.



Mountain View has the highest renter-owner ratio in Santa Clara County. Most of this is obviously due to the large number of apartment buildings; however, lower densities are now also providing a source of rental units. While overall 25 percent of Mountain View's single-family homes are absentee-owned, that figure reaches 50 percent in some neighborhoods. This rental stock represents a significant proportion of the North County's housing for moderate-income families.

The conversion of existing apartments to condominiums is an attractive alternative to the detached single-family home for buyers who seek equity, capital appreciation, and the other benefits that can be derived from ownership. While opening up an affordable ownership potential, condominium conversions have a detrimental effect on the rental population by limiting the rental housing and forcing relocation. This effect could be especially significant for low- and moderate-income tenants. Since it is necessary to protect the existing rental population and housing stock, the number of condominium conversions will be limited to the number of new rental apartment units (excluding subsidized rental housing) added to the City, except where there is support by over 50% of the existing residents for conversion to ownership. In all cases, conversions will be reviewed by the City to ensure that existing tenants are adequately notified.

Opening new potentials for home ownership will be limited to this provision of the act, new construction and any changes in single-family and condominium rentals. Change in owner/rental patterns in Mountain View will be gradual.

POLICY B: DENSITY AND FAMILY HOUSING

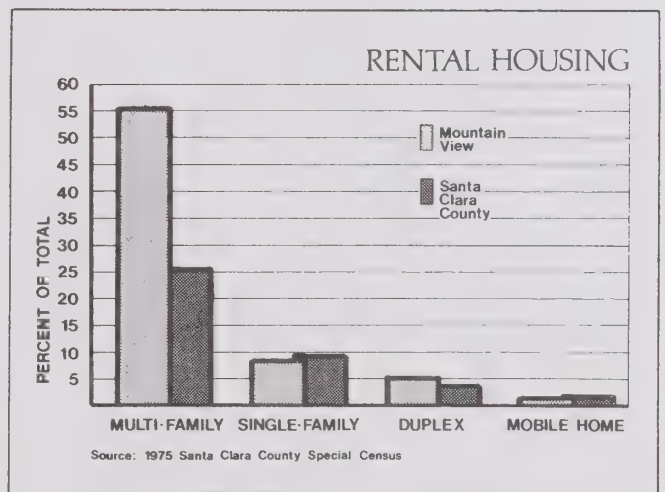
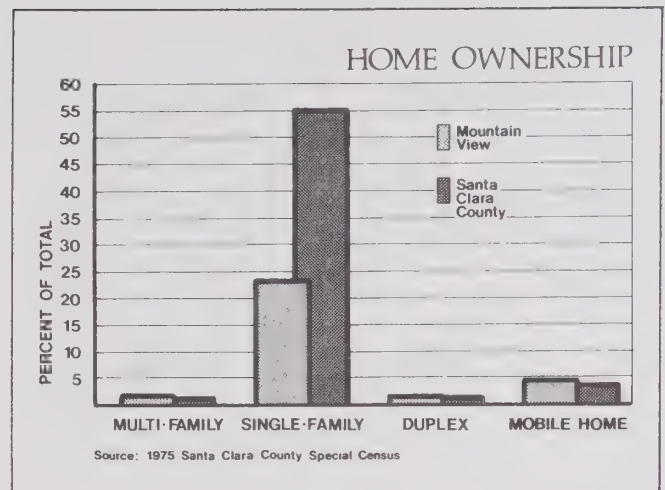
Encourage the development and preservation of low- and medium-density housing and of other housing suitable for families with children.

IMPLEMENTATION STATEMENTS

- B.1 Inventory undeveloped, higher-density zoned parcels in mixed-density areas and consider rezoning to lower densities.
- B.2 Preserve and encourage rehabilitation of existing lower-density residential neighborhoods.
- B.3 Explore requiring through the Zoning Ordinance, precise plan provisions, or other methods, the development of more three- and four-bedroom apartments and condominiums, housing that is suitable for families with children (particularly near schools and parks).

POLICY C: HOME OWNERSHIP AND RENTAL HOUSING

Encourage additional home ownership opportunities.



IMPLEMENTATION STATEMENTS

- C.1 Allow condominium construction as well as conversions in accordance with the following constraints:
 - Ensure compliance with the Housing Code as well as suitable development standards and codes for all condominium conversions.
 - Require adequate buyer-protection provisions and increase knowledge for purchasers of condominium conversions.
 - Minimize adverse impacts upon displaced tenants by providing adequate advance notification.
 - Retain the local prerogative to refuse condominium conversions which, through the location, type or character of project, represent a unique and needed rental housing resource within the community or where conversion threatens to jeopardize the healthy balance between rental and ownership housing.

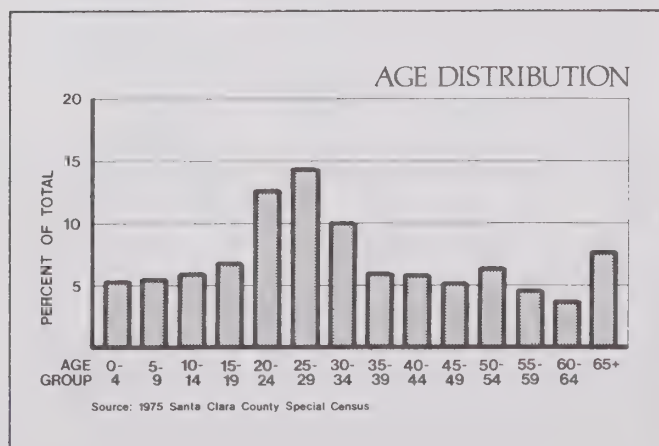
- Consider an ordinance to regulate the pace of condominium conversions to minimize disruption of the rental market (e.g., a percentage of the remaining rentals or a fixed number of units per year and other specific criteria).
- C.2 Facilitate neighborhood improvement projects, and work with citizens to solve problems which may lead to decline in neighborhoods.
- C.3 Seek means to encourage tenants and absentee owners of lower-density rental housing to maintain and improve the properties.
- C.4 Consider developing ordinance provisions expressly permitting new cooperatives and cooperative conversions while applying tenant protection measures applicable to condominium conversions.
- C.5 Encourage ownership potential in new construction.

DISCRIMINATION

Surveys have indicated that there is illegal discrimination in housing throughout Santa Clara County. Unequal treatment in selling or renting a home on the basis of race, religion, national origin, sex or marital status is against the law. In the past, Mountain View has taken affirmative action in an attempt to eliminate illegal discrimination with a number of housing services programs.

Also, discrimination against families with children has been increasingly apparent during the past several years.

In Mountain View, children are traditionally housed in single-family structures which comprise only 31 percent of the housing stock (compared to 62 percent in the County as a whole). Most of the multiple-family structures in the City contain studio and one-bedroom units, limiting their use by families. Moreover, most apartment buildings have policies which prohibit families with children from renting.



Other complexes place limitations on the number and/or ages of children. The increasing cost of renting or buying a single-family home combined with these restrictions has made it difficult for many families to find a place to live in Mountain View. A new policy direction is intended to make housing opportunities for families available in more residential developments. The impact of more families with children in the community could be dramatic; positively affecting schools, the permanence of residents, and the image of the City.

POLICY D: NONDISCRIMINATION

Eliminate discrimination in housing based upon race, ethnic background, religion, marital status, sex, age, disability, sexual preference, or family composition.

IMPLEMENTATION STATEMENTS

- D.1 Continue to support efforts by organizations aimed at the elimination of discrimination.
- D.2 The City should consider adopting an ordinance which would prevent discrimination against families with children while taking into account such factors as safety and senior citizen housing.

TENANT/LANDLORD RELATIONS

The housing mix in Mountain View is not typical of other cities in the County. Approximately 74 percent (including mobile homes) of the housing stock consists of rental properties. Because of this, Mountain View has long been recognized as a major source of rental housing for the North County. To eliminate many of the problems commonly associated with rental housing, in 1975 the City initiated a Rental Housing Mediation Program. The main objective of the Mediation Program is to provide a resource that will aid in communication, conflict resolution, and problem solving between tenants and landlords without requiring them to seek recourse through the courts.

POLICY E: TENANT/LANDLORD RELATIONS

Promote good tenant/landlord relations.

IMPLEMENTATION STATEMENTS

- E.1 Provide housing information and mediation services.

AFFORDABLE HOUSING

Property and housing costs have spiraled and have become a major concern for virtually every household in Mountain View. Those entering the home ownership market for the first time are finding it increasingly difficult to bridge the ever-widening gap between housing costs and incomes. Rents have increased, but tend to lag behind the 15 to 20 percent annual rise in purchase cost. Although rents have

actually increased at a slower rate than the median income of the community, they will probably increase in the near future to reflect current sale and construction cost increases.

Even with the relatively lower cost of rental housing provided in Mountain View, in 1975, more than 12 percent of Mountain View's residents paid over 40 percent of their gross incomes for housing. Twenty-five percent of a household income has traditionally been an accepted norm for housing cost. Presently, more than 4,500 households in Mountain View are eligible for publicly-assisted housing, yet only 350 households or approximately 8 percent of the total are actually receiving aid. Costly, often inadequate housing is not uncommon for many of Mountain View's elderly and handicapped residents. It is apparent that as housing costs increase, many of the community's low- and moderate-income families will be forced to move.

The City's policy has been to encourage assistance to low- and moderate-income families through federal and state housing programs. However, City support of these limited programs can have only a slight impact on the dynamic regional housing pressures.

Federally-subsidized housing offers incentives to builders to construct housing for moderate-income families and, in addition, provides monthly rental assistance to the tenant. Currently, the City has 288 units of housing built with federal assistance, 140 units for families and 148 units specifically designed for senior citizens. The new senior citizen apartments on Grant Road, near El Camino, will add another 150 units by 1980. These developments provide quality, well-designed housing principally for moderate-income families. They do not concentrate low-income people, but rather seek a mixture of incomes.

Opportunities for providing new assisted housing in Mountain View are very limited. Few parcels of adequate size, suitable for housing remain. Private market bidding on those that do remain often make the land too expensive for federally-assisted programs. Vacant or excess publicly-owned land (e.g., school sites) represent some potential for construction of new assisted housing. Landbanking—buying and assembling property for later resale—may offer one of the most direct means to bring about assisted housing. The overall scarcity of land, however, is aggravated by the need to distribute assisted housing throughout the City rather than concentrating it within one neighborhood.

Public acceptance of assisted housing is another consideration. Senior citizen housing generally receives strong public support and there is vigorous community competition for relatively limited funds. Family housing, on the other hand, which has adequate funds available often faces strong community resistance and selection of sites of adequate size and location, that will be accepted into the community, is extremely important. At the same time, the City must avoid direct financial involvement in assisted housing unless it is specifically approved by the voters under provisions of Article 34 of the State Constitution.

Other locally-initiated programs could be attempted. However, with little developable land left in the City, there is little likelihood of these programs having much direct or long-term effect. As an example, several communities have requirements that new construction, above a certain number of units, include 10 percent of the housing at below-market rates. This concept is not recommended for Mountain View because of the few units that would result, and the high, continued administrative costs that are involved in overseeing this process.

New construction cannot meet all the housing needs of low- and moderate-income families. However, some programs do provide direct rental assistance in existing housing. The Santa Clara County Housing Authority is responsible for the rent subsidy program generally referred to as Section 8. Under this program, tenants and property owners contract with the housing authority wherein a predetermined portion of the rent, which the tenant cannot pay, is paid by the federal government through the County Housing Authority. This level of support is adjusted to the rental market. This program has many advantages. It provides better access to the existing housing stock and tends to distribute housing assistance throughout the community, rather than in a few developments.





The courtyard of Monte Vista Terrace, which provides 150 federally-assisted apartments for senior citizens.

Ownership, home improvements, and even maintenance costs are increasingly difficult for low- and moderate-income families. Rising costs for land, materials, labor and financing all combine to force the cost of construction and rehabilitation to rise. Most of these factors are beyond City control. However, the City may be able to reduce some associated costs through changes in ordinances for land use, development standards and fees. Mountain View can also continue its participation in programs such as the federal Housing and Community Development Act (HCDA) programs which provide money for low-interest home improvement loans and neighborhood improvement projects. Based on recommendations in the County Housing Task Force Report, County level programs to assist residents may also emerge. The community should be alert to evaluate their application in Mountain View and ensure that the citizens of Mountain View are able to share in the benefits of such state- and federally-funded programs.

Other groups of citizens who often require special housing provisions are the elderly and the disabled who may need special residential-care facilities. The City has a number of large residential-care facilities. In addition, the need exists to integrate smaller-scale residential-care facilities into neighborhoods where housing, rather than close supervision or care, is a primary need. Although careful review is necessary to avoid impaction, these facilities will be a beneficial addition to the community.

POLICY F: LOW AND MODERATE INCOME HOUSING

Seek to increase the supply of housing for low and moderate income families, seniors and the disabled.

IMPLEMENTATION STATEMENTS

F.1 Continue to use City-owned housing for state-mandated relocation; return properties to private ownership when relocation needs are met.

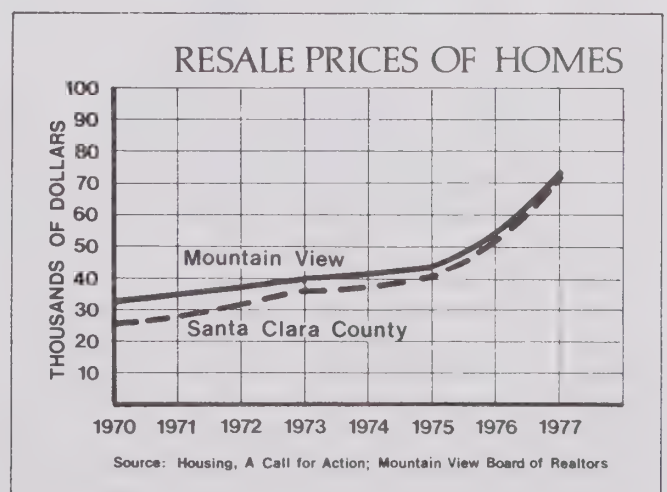
- F.2 Continue to support private participation in Section 8 rental subsidy programs or similar programs sponsored by the Santa Clara Housing Authority. Investigate ways of encouraging greater participation by local property owners. Seek increase of eligible rents commensurate with local costs.
- F.3 Support the addition of residential care facilities to existing neighborhoods, but assure that they are distributed throughout the community.
- F.4 Support the addition of at least 200 new assisted senior citizen units by 1985, for those earning less than the median income, including those scheduled for Grant Road and North Bailey Avenue.
- F.5 Support, to the extent that federal and state (HCD) funding programs allow, the addition of at least 300 more assisted nonsenior units (e.g., new construction and/or rental assistance; including the Bailey Avenue development) for people earning less than the median income by 1985.
- F.6 Consider adopting a City landbanking program.

POLICY G: HOUSING COST

Encourage measures that will reduce the cost of housing.

IMPLEMENTATION STATEMENTS

- G.1 Continue to utilize federal and state programs for providing low-interest loans for the rehabilitation of housing, principally for low- and moderate-income families.
- G.2 Explore with the County the feasibility of establishing a County-based low-interest housing rehabilitation loan program.
- G.3 Review the City's development requirements and public improvement standards to determine ways of reducing construction costs.



HOUSING CONSERVATION

Houses go through cycles of aging, but they do not have to wear out. In fact, property values can be maintained and even increased by recycling and restoring existing housing. Severe deterioration can be stopped through special preventative programs. Although most of the responsibility for restoration and preservation lies with the individual owners, public attention can offer help in facilitating private reinvestment.

In Mountain View, the housing stock is relatively new; 63 percent was built after 1960. As a result, the City's housing is generally in excellent condition. However, since much of the housing was built during concentrated boom periods in the 60's, substantial segments of the City's housing stock could deteriorate simultaneously if neglected.

The City's aging and declining houses are concentrated in several neighborhoods north of El Camino Real. Some of these neighborhoods are showing early stages of decline evidenced by some poorly maintained homes, the need for public improvements, and high levels of absentee ownership. These declining areas include Castro City, the Washington-Jackson area, Rex Manor, sections of the Central City, Monta Loma and parts of the Whisman Area.

Experience stemming from recent housing efforts in the Central City have illustrated that public programs and the private market can work together to improve housing and

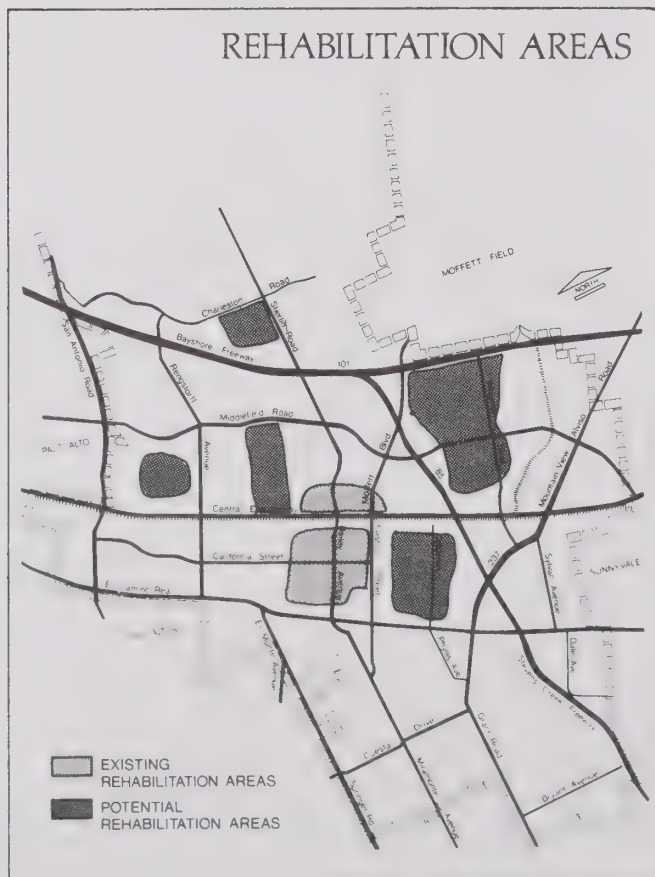


To prevent its demolition, this house was moved from its original site in an industrial area to its present residential location.

neighborhoods. In target areas, the signs of decline are slowly being replaced with the signs of stability — improved neighborhoods where residents care for their property, where private reinvestment is apparent and an image of improved neighborhood confidence reappears.

The reasons for reinvesting in older homes go beyond financial considerations. Many of the well-maintained older homes in Mountain View have special architectural and cultural significance for the community. A variety of housing styles lends richness to a neighborhood and makes a statement about past excellence in craftsmanship while recalling earlier lifestyles. Additionally, these homes usually offer lower cost ownership. Older homes should be preserved with the encouragement and support of City policy.

REHABILITATION AREAS



POLICY H: HOUSING CONSERVATION

Promote housing conservation and rehabilitation.

IMPLEMENTATION STATEMENTS

H.1 Use appropriate housing funds and programs to promote neighborhood conservation and housing rehabilitation to provide:

- Low-interest loans for rehabilitation
- Assistance to owners in upgrading their property
- Improvement of neighborhood facilities such as streets
- Historic preservation
- Community involvement
- Energy conservation and passive solar construction



Velarde Street's mature trees provide a pleasant neighborhood setting

- H.2 Continue to inspect every multiple-family residential unit every five years.
- H.3 Consider adoption of procedures and measures to encourage the restoration and rehabilitation of historically-significant structures, e.g.:
 - Develop suitable criteria and process for identifying historically-important buildings and for notifying property owners involved.
 - Consider revising the current Demolition Permit procedure to encourage and facilitate (but not require) the preservation (e.g., by relocation) of historically-significant structures.
 - Explore modifying the existing "sd" (Special Design) overlay district or create an alternative mechanism for assisting the preservation of significant historical structures.
- H.4 Set an exemplary standard of maintenance and rehabilitation of City-owned residences.
- H.5 Continue monitoring information on redlining in the City, and participate through coordination with lending institutions and the State in the elimination of this practice.
- H.6 Consider extending the City's multiple-family residential housing code enforcement program to additional rental properties.

NEIGHBORHOODS

It is important that efforts be made to define and strengthen the basic attributes of the City's neighborhoods, and provide the support necessary to develop a sense of maturity, stability and permanence. There is no commonly accepted definition of neighborhood, but whether it is defined as a group of buildings, a block, or several blocks, neighborhoods serve as the foundation for interpersonal and group interaction. The stores, parks and schools within the City's neighborhoods are the setting for formal and informal activities that can create a bond of security and well-being. Well planned, developed, and maintained neighborhoods create a sense of belonging and pride for the people who live there. Neighborhoods should provide a place where people feel "at home"—comfortable with their physical and social surroundings.

Mountain View has as much variety in its neighborhoods as it has in its housing. Throughout the City there are old neighborhoods, new neighborhoods, high- and low-density neighborhoods, well-maintained and poorly-maintained neighborhoods. Despite this great diversity, the residential neighborhoods all share one common characteristic: all are substantially developed and their future depends upon continued maintenance and rehabilitation. Most of the City's neighborhoods already provide a pleasant environment for those who live there. Others reveal the early signs of physical decline. Several neighborhoods have never received the amenities—such

as public facilities, improved streets, and parks found in other areas of the community. In general, Mountain View's neighborhoods will be maturing in the future, solidifying their own unique characteristics. It is essential that the City creatively guide this process. The City's responsibility for initiating and maintaining public improvements is a never ending responsibility essential to the well-being of the City's neighborhoods.

The policies in this section focus on the City's neighborhoods. Special attention is given to the design of public and private development because poorly-planned development can create an atmosphere of impermanence and foster uncertainty. New development can, and should, complement the existing pattern of development in individual neighborhoods and in the City as a whole. To obtain this kind of harmony with established development, careful consideration of the character of the surroundings is necessary.

Equally important to the physical aspects of neighborhoods is the participation of residents in directing the future of their neighborhoods and creating a sense of identity.

Collectively, the policies in this section are intended to reinforce the individual's sense of responsibility to the neighborhood and to expand the individual's perception of his or her neighborhood—to instill an awareness and pride in the community as a whole.

POLICY I: NEIGHBORHOOD DESIGN

Ensure that new development and rehabilitation efforts promote quality design and harmonize with the existing neighborhood.

IMPLEMENTATION STATEMENTS

- I.1 Continue architectural and site review of private and public development to ensure design that is sensitive to and compatible with the existing neighborhood.
- I.2 Encourage innovative design which is compatible with the surrounding neighborhoods and which adds to the maturing, urban character of the City.
- I.3 Adopt zoning which strengthens the character of the neighborhoods and prevents inappropriate development or redevelopment.
- I.4 Eliminate the two-acre requirement for residential PUDs and encourage their use for more innovative designs on smaller developable parcels.

POLICY J: NEIGHBORHOOD IMPROVEMENT

Provide public improvements which enhance or create a feeling of stability and permanence in the City's neighborhoods.

One of Mountain View's established residential areas.





Ample landscaping enhances higher density residences.



Mountain View's neighborhoods exhibit architectural variety.

IMPLEMENTATION STATEMENTS

- J.1 Program public improvement projects on a neighborhood basis and, where feasible, schedule capital improvements and services to assure a concentrated impact over a short period of time.
- J.2 Ensure the integration of private open green areas and landscaping with public landscaping including large trees and informal clusters of trees in neighborhoods. In particular:
 - Stress the addition of large canopy street trees.
 - Institute a five-year program for filling in missing street trees in all residential areas.
 - Landscape vacant, City-owned properties.
 - Vigorously enforce the Heritage Tree Ordinance to ensure the preservation of existing trees on private property.
- J.3 Enforce existing City ordinances that improve the appearance of the City's neighborhoods.

POLICY K: PARTICIPATION

Expand the opportunity for residents to participate in neighborhood planning and improvements.

IMPLEMENTATION STATEMENTS

- K.1 Encourage the establishment and operation of neighborhood associations to identify and address the particular needs of each neighborhood.
- K.2 Publicly recognize noteworthy individual and group efforts to improve neighborhoods.
- K.3 Explore and implement methods of notifying residents, as well as property owners, of pending neighborhood projects and proposals.

INTERGOVERNMENTAL COORDINATION

Mountain View shares with other jurisdictions both the effects and responsibilities of our regional housing market. The preceding discussions and policies help clarify the City's capabilities and limits in addressing housing issues. The roles, regulations and resources will continue to change. Therefore, the City should continue its cooperation with the State, the Association of Bay Area Governments, County of Santa Clara and neighboring cities in order to ensure that new housing programs will be useful to and supported by Mountain View.

POLICY L: INTERGOVERNMENTAL COORDINATION

Assume an active role in reviewing and formulating federal, state, regional, and County-wide housing programs to ensure compatibility with local policies and needs.

IMPLEMENTATION STATEMENTS

- L.1 Provide comments concerning state and regional housing plans such as the state mandated Fair Share Housing Allocation Plan of the State Office of Housing and Community Development.
- L.2 Support housing legislation at the County, state and federal levels which will promote more housing opportunities for all segments of the community.

ENVIRONMENTAL MANAGEMENT

ENVIRONMENTAL MANAGEMENT CHAPTER

INTRODUCTION

Concentrations of people often result in noise, congestion, and the loss of a more natural environment. Relief from these pressures is necessary for the physical and psychological well-being of residents. A primary factor in determining the livability of an urban area is the approach which the community takes in dealing with these problems.

This Chapter embraces several elements, including the Open Space, Conservation, Seismic, Scenic Highways, Safety and Noise Elements. This Chapter synthesizes these documents which were previously the subject of extensive individual study and public input.

The environmental issues which confront Mountain View are frequently regional rather than local in scope. As such, resolution of these problems will involve the formulation of both regional and local actions. Unfortunately, this process is complicated by the fact that what may be beneficial regionally may be detrimental locally. For example, while freeway improvements may be needed to correct regional transportation problems, these improvements could adversely affect localities by generating air pollution and noise.

ENVIRONMENTAL MANAGEMENT GOAL

To improve the quality of the natural environment and, therefore, the human living environment through: (1) the conservation of natural resources, and (2) the mitigation of negative man-made and natural environmental impacts.

This goal expresses the desirability of bringing the process of urbanization into balance with maintenance of the natural environment. As an urban place, Mountain View must work to preserve, enhance, and, whenever possible, add to its natural resources. The ultimate success of this goal rests with the policies and implementation statements that follow.

CONSERVATION OF RESOURCES

The sights, sounds, and accessibility of natural environments are essential for maintaining the quality of life. There are a number of open spaces in and around Mountain View which warrant special attention. Some of these areas usually serve several, sometimes incompatible, functions. Some of these areas serve vital natural needs, providing wildlife habitats, agricultural land, watershed and ground water recharge areas. Public safety also dictates the need for open spaces to protect against geologic, seismic, or flood hazards. Still other open spaces can provide buffers from transportation routes and utility rights-of-way.

Although there are no Scenic Highways designated in the City, the two freeway corridors, Routes 85 and 101, have vistas of major scenic resources, including Stevens Creek and Shoreline Regional Park. City policies can help preserve these natural vistas from the roadways and, at the same time, protect the adjacent resources from the influences of the heavy traffic. Likewise, enhancement of other roads in the City through landscaping and respect of adjacent uses can balance the aesthetic needs of the motorist and residents, providing visual relief from urban congestion. Correlary policies and implementation statements dealing with roads may also be found in the Circulation Chapter of this Plan.

San Francisco Bay is a major natural resource for Mountain View and the surrounding cities. Not only does the Bay provide beautiful, open vistas, but it functions as a natural air conditioner for the temperate climate of the region. The Bay, salt evaporation ponds and marshlands nearby are also important ecological areas which serve as a habitat for microorganisms, vegetation, animals, fish, and birds, including several endangered species.

Moving south from the Bay, the North Bayshore Area contributes a major open space resource. This land, which is held by both public and private interests, serves the City by aiding in the reoxygenization of the atmosphere, serving as a wildlife habitat, absorbing water runoff, and generally providing a sense of rural openness for the community. This area includes Shoreline Regional Park, where over 600 acres of open space will be preserved, serving as a recreational resource and wildlife habitat. The Park will link the Palo Alto Baylands and the South Bay wildlife refuge.

Streams, channels, and a creek-side park comprise Mountain View's other natural water resources. Stevens Creek is a major natural waterway that flows from the Santa Cruz Mountains through the Valley to the Bay. A park chain along the creek has the potential for becoming a natural recreation area and wildlife habitat. Other creeks in the area include Permanente, which flows through Mountain View to the Bay, Adobe Creek, and the Stevens-Permanente Creek Flood Control Cross-Channel. Although lands bordering these watercourses are also potential open space resources, development patterns minimize the possibility, except in selected spots.

If open space areas are to provide respite from urban pressures, they must remain as natural as possible while still serving the varied needs of an urban population. Since open space land and natural resources within Mountain View exist in such close proximity to urban uses, it is essential that new projects respect these valuable areas and not damage or detract from them.

There are, of course, several other categories of open space resources within the City, including numerous parks and school related lands, which serve vital functions. These areas, used mainly for recreational and play activities, are more fully discussed in the Community Development Chapter of this General Plan.

In addition to land, there are other renewable and nonrenewable resources that need to be conserved and protected. Some, such as the water and air, are critical to our life support systems and must be made safe from urban pollution. Others, such as energy and natural materials, are diminishing and subject to scarcity and increasing cost. Specific actions are needed to protect, restore, and recycle these resources.

POLICY A: PRESERVATION

Preserve or restore existing natural land resources, and add new resources to meet community needs.

IMPLEMENTATION STATEMENTS

- A.1 Assure that the Bay salt ponds and Charleston Slough remain in open water uses.
- A.2 If salt production ceases, seek the return of the salt pond areas to their natural state by removal of the outboard dikes, after evaluating their protection from flooding.
- A.3 Consider the northern edge of Shoreline Regional Park to be the permanent edge of land beyond which no filling or urbanization shall be allowed.
- A.4 Assure, to the extent possible, that Stevens Creek Park Chain and portions of Permanente Creek are restored to their natural states and made available only for public uses which are sensitive to the natural

character, existing urban use, and limitations, such as considering the difficulty of Police patrol, of these areas.

- A.5 Preserve private open and recreation uses such as the Cherry Chase Golf Course and lands in the North Bayshore Area predominantly through low-intensity zoning and precise plans.

POLICY B: PROTECTION

Protect open space areas from adverse effects of urbanization and cooperate with other jurisdictions in addressing this task.

IMPLEMENTATION STATEMENTS

- B.1 Cooperate with Santa Clara Valley Water District, Midpeninsula Regional Open Space District, and others in the restoration, protection, and multiple use of Stevens Creek.
- B.2 Protect scenic, open areas from adjacent street and freeway noise by encouraging the use of mounds, landscaping, and other buffers appropriate to the natural resource.
- B.3 Discourage activities such as motorcycle riding adjacent to the City's water resources, as well as upstream activities which could endanger the water quality or natural character of the Bay and creeks.
- B.4 Prevent incompatible uses within or surrounding open space lands.
 - Designated open space/recreation areas in the North Bayshore Area shall preserve the basically open character, with very few buildings and minimal paving, consistent with security needs.
 - Assure that uses in the North Bayshore Area are complementary to Shoreline Park and do not detract from the character of the Park or surrounding open areas.
 - Uses adjacent to creeks and channels shall serve to enhance the appearance and usability of the creeks by preserving visibility and access.
 - The Stevens Creek Park Chain shall not be used for major transportation right-of-way or other nonopen space uses.
- B.5 Seek means to protect and improve the regional and local air quality in order to achieve a level commensurate with human safety and urbanization.
 - Participate in the development and review of regional environmental plans.
 - Cooperate in the implementation of regional plans to improve and protect the local environment.
- B.6 To the extent possible, preserve school lands as permanent open space and work with other jurisdictions to achieve this objective.

POLICY C: OPEN SPACE ACCESS AND ACTIVITIES

Make open space lands accessible and available to the public, to the extent allowed by those lands' sensitivity and susceptibility to damage.

IMPLEMENTATION STATEMENTS

- C.1 In the Bay, salt ponds and marshlands, recreational uses and public access shall be designed to ensure protection of the delicate natural ecology of the area.
- C.2 Promote public access to creeks and seek to improve that access by providing pathways, access points, and bridges while protecting the privacy and security of adjacent residents.
- C.3 Minimize visual obstruction of the mountains, vistas, and open areas of the City.
- C.4 Protect scenic views from major roads, including the freeways, by restricting advertising signing to the level necessary.

POLICY D: USE OF RESOURCES

Encourage the efficient use and recycling of resources.

IMPLEMENTATION STATEMENTS

- D.1 Support citizen-based community actions for recycling of materials such as a self-supporting program for curbside pickups of recyclables.

- D.2 Consider utilizing the major solid waste disposal operation to further ways of recycling materials, such as the separation of metals and other materials.
- D.3 Support innovative efforts to minimize energy consumption and use alternative energy sources.
- D.4 Consider development of local codes in addition to state codes to foster energy conservation.
- D.5 Encourage active and passive solar energy design in building and site development, such as:
 - Insulating new and rehabilitated buildings.
 - Using large deciduous trees and other plantings to provide seasonal heat control.
 - Orienting buildings on the site to take advantage of solar exposure.
 - Pursuing innovative residential, industrial and commercial building design which utilizes solar design.
- D.6 Continue to seek efficient means of extracting methane gas from the sanitary landfill to provide an alternative energy source.
- D.7 Develop a program to recognize and reward innovative resource conservation ideas of citizens.

A view of Shoreline golf course, part of the 544-acre recreation development adjacent to San Francisco Bay.



MITIGATION OF NEGATIVE ENVIRONMENTAL IMPACTS

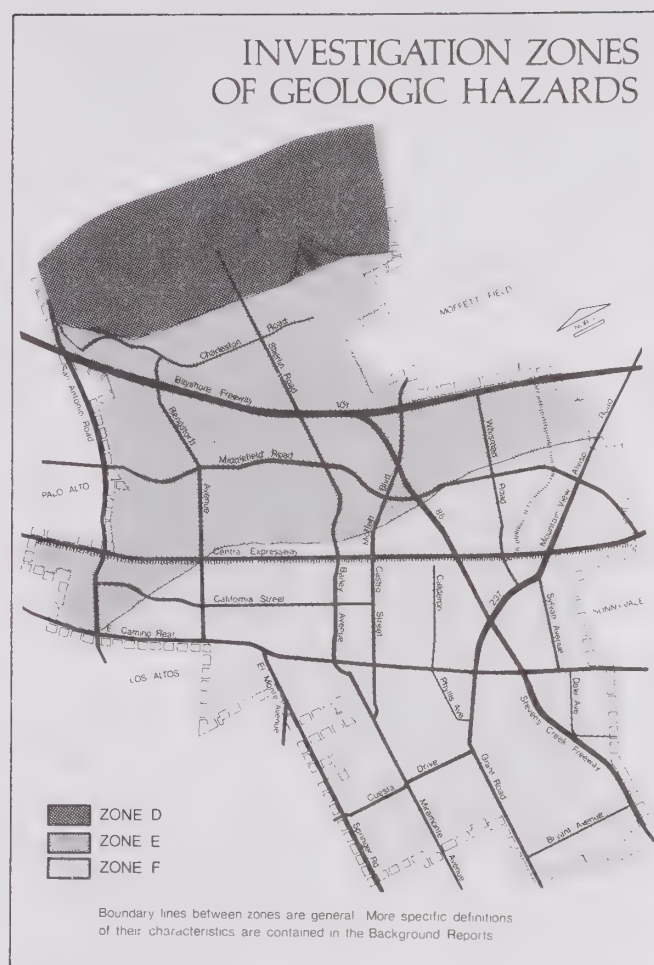
Natural and man-made hazards in this community create potential safety and health problems for residents. Their cumulative impacts on the urban environment tend to degrade environmental quality or increase mitigation costs. Although the hazards and problems cannot be eliminated entirely, measures can be taken to limit their severity.

Earthquakes

Many natural hazards would be severely amplified by an earthquake, and their early mitigation can minimize damage or injury in many cases. Ground shaking and ground settling will be the primary problems in Mountain View resulting from earthquakes occurring on the San Andreas (6 miles west) or Hayward (10 miles east) fault systems. Inundation from failure of dikes is also a recognized hazard. Because the City lies immediately to the northwest of an area of possible inundation by water released from Stevens Creek Reservoir, the effect on circulation and panic behavior should be recognized.

The Geotechnical Hazards Investigations Chart outlines the hazards of ground failure and inundation and the types of site investigations needed within Zones D, E, and F as shown on the accompanying map. Ground failure hazards can either be avoided by not building on specific sites or by using construction techniques which mitigate the hazards.

The vast majority of deaths in earthquakes are the result of structural failure due to ground shaking. Most such deaths are preventable, even with present knowledge. New construction can be designed to withstand a predictable level of shaking without collapse. The City has adopted the latest edition of the Uniform Building Code. Through



the enforcement of it, the City provides a great measure of safety in new construction. In order to maximize public safety and minimize seismic hazards, additional geotechnical studies should be performed prior to development of

GEOTECHNICAL HAZARDS INVESTIGATION CHART

Zone	Characteristics	Hazards	Site Investigation Needed (Groups listed at end of chart)
D	Peat deposits or compressible bay mud thicker than 5 feet. Below 10 foot elevation (considering subsidence elevation factor).	Areas of high potential for liquefaction and differential settlement. Areas subject to flooding by San Francisco Bay water in the event of dike failure.	Mandatory for all groups unless detailed information permits waiver.
E	Water table ranges from 0-50 feet below ground surface. May contain areas of loose, water-saturated, non-clayey silt and sand.	Areas of moderate potential for liquefaction or differential settlement. Lurching and lateral spreading potential is highest within 300 feet of stream channels.	Mandatory for Group 1 and Group 2 unless detailed information permits waiver.
F	Valley areas where the water table is deeper than 50 feet below ground surface.	Areas of low potential for liquefaction, lurching and lateral spreading.	Not automatically required; may be required by the Chief Building Inspector based on specific project site need.

Group 1

Facilities which must survive a seismic disaster in order to provide response capability (e.g., fire and police facilities, hospitals, and critical water and power facilities).

Group 2

Facilities which would imperil many people, cause major property loss or cause major societal disruption (e.g., large commercial complexes, large industrial/office complexes, large apartment complexes, schools, and theaters).

Group 3

Facilities which would imperil only a few persons, cause minor property loss or cause minor societal disruption (e.g., small public, commercial, industrial or office buildings, low density housing, warehouses, marinas and open spaces).

major public and private structures. The greatest existing hazard is the continued use of structures incapable of withstanding earthquake forces. Associated with this problem are earthquake-related fires which are difficult to control since normal resources would not be available at that time.

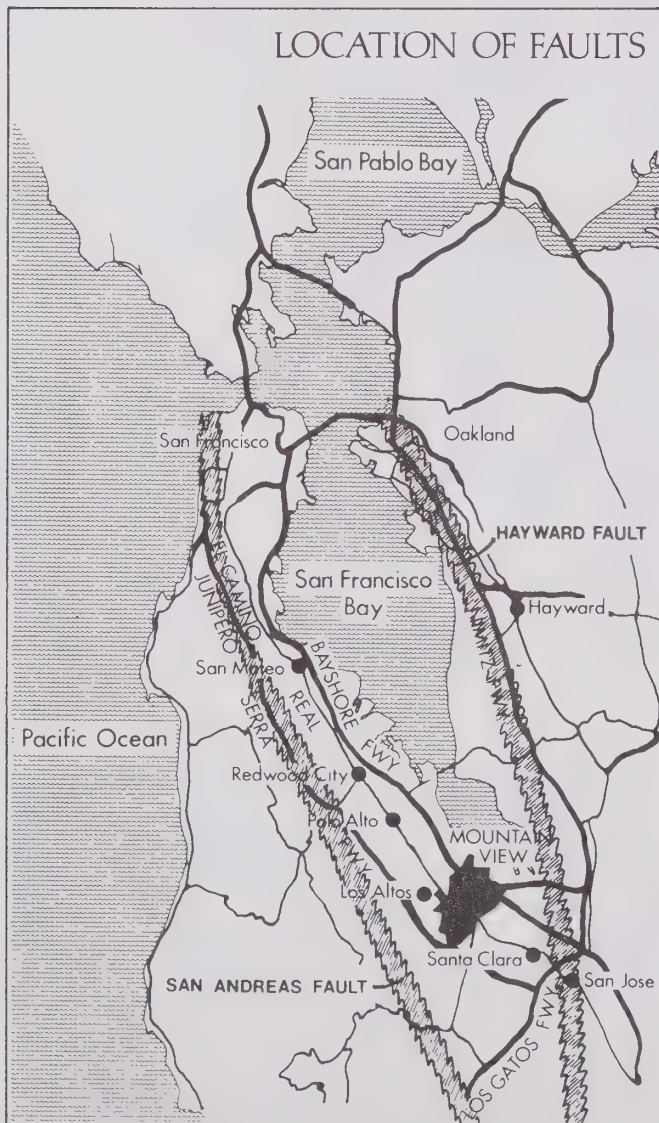
Earthquake damage by shaking depends on many variables: earthquake magnitude, epicenter location, depth of focus, content and duration of shaking, intensity of shaking, nature of path travel by waves, near-surface soil and geologic conditions, structural type and design. Ground shaking in Mountain View, given that it is the most unpredictable but most serious of all seismic hazards, can be approached only in generalities at this time.

More detailed construction and land use policies must be based on individual site investigations and the nature and use of the structure proposed. Public safety is increased by adoption and enforcement of appropriate codes soon after their promulgation.

Subsidence and Soil Conditions

Adverse soil condition can be responsible for damage during a major earthquake or flood. Along creeks, particularly Stevens Creek, some lands may erode. A combination of local land use policies, and Santa Clara Valley Water District actions and policies can prevent or remove development within dangerous slope areas. As a mitigating measure, soil investigations are a major prerequisite to all new development.

Subsidence is the general sinking of a large area of land. It can cause some structural and public facility problems, but its primary threat is increased flood potential. This condition has occurred along the lands adjacent to much of the South Bay, particularly in the North Bayshore Area of Mountain View. The cause has been overpumping of water from deep aquifers, resulting in the compaction of the deep layers of earth. While the subsidence has amounted to several inches in years past, it has been virtually arrested during the past 10 years, except during drought, by regulation of pumping and the ground water recharge program of the Water District.



Flooding

The generalized 1979 Flood Insurance Map indicates that in the event of a major flood (one likely to occur every 100 years), some sections of Mountain View are subject to flooding from either creek overbanking or inundation from the Bay. The most extensive area affected are the low-lying lands along the Bay. Salt pond dikes, Shoreline landfill and creek dikes all act to prevent inundation. However, protection can be lost in an earthquake. Even with the dikes, a 100-year flood could presently lead to overbanking of the creeks. For this reason, the City has enacted a Minimum Elevation Ordinance and is pursuing other dike improvements with the Santa Clara Valley Water District. Land use and public facility plans for the area also require inclusion of adequate on-site drainage, reserve holding ponds, and restricting uses to prevent loss of life and damage.

Creek overbanking presents the biggest problem elsewhere in the City, particularly in areas when a 50-year flood was the design standard. The Santa Clara Valley Water District has primary responsibility to provide a reasonable level of protection. One facility subject to flooding from Permanente Creek is the El Camino Hospital. Berms and flood gates will be constructed to protect this essential facility from flooding.

New developments are required to be constructed to withstand flooding hazards. However, it is uneconomical to prevent all flooding. Those areas subject to damage from floods, including seismic flooding, are eligible for low-cost flood insurance through the National Flood Insurance Program in which the City participates. This combination of insurance, stream improvements and land use controls reduce the chance for loss of life and property damage due to flooding to a minimum.

FEDERAL FLOOD MAP



POLICY E: CONTROL OF HAZARDS

Identify seismic and general hazards, reducing existing hazards through mitigating measures where possible.

IMPLEMENTATION STATEMENTS

- E.1 Consider seismic conditions in the review of building plans, development proposals, precise plans, zoning actions, etc.
- E.2 Modify construction requirements where hazardous site conditions are identified.
- E.3 Inventory existing buildings in classes of high to moderate risk, such as the Downtown area, for potential hazards (signs, architectural elements, etc.) and develop programs to reduce these hazards giving critical structures first priority.
- E.4 Continue multi-family housing inspection for Building and Safety Code violations, also including evaluation of deteriorated or inadequate foundations and support systems.
- E.5 Consider implementing inspection of the City's unreinforced masonry construction commercial buildings.

- E.6 Continue to make building code amendments which promote building safety while protecting historical structures and the housing supply.
- E.7 Promptly adopt the latest Uniform Building Code and Grading Code.
- E.8 Required geologic studies shall be prepared by an engineering geologist.
- E.9 The City shall maintain a comprehensive file of geologic reports and an updated Investigation Zones Map.
- E.10 New construction shall be designed to eliminate flood hazards and the City will support flood control measures to eliminate flood hazard areas.
- E.11 Continue monitoring ground water level and consider using City wells in emergencies.

Fire Protection System

In an urban-industrial area, danger due to fires, chemical mishaps, major accidents and natural disasters is always present. Major responsibility for preventing these problems and reacting adequately to them falls on the City, particularly on the public safety departments. Mountain View has developed many programs to prevent damage due to these kinds of emergencies or disasters.

Fire Codes have been established to set maximum levels of risk and identified resources needed to address various risks. A strong emphasis is placed on fire prevention. This involves Fire Codes for built-in fire suppression, automatic alarms, and a diligent inspection of buildings. It also involves both public and private sector costs. A major emphasis of increased fire detection and automatic fire control through built-in protection has been to improve fire safety while reducing the dependence upon traditional and increasingly costly "reactive" fire protection. An adequate and well-trained firefighting force is maintained. However, the need to increase that force is controlled through the application of built-in fire protection.

The Fire Department provides emergency medical services in support of the County Paramedic Program.

POLICY F: FIRE PROTECTION

Provide a life safety and fire protection system, where a combination of public service and private resources is capable of achieving a community-defined level of services and associated risks.

IMPLEMENTATION STATEMENTS

- F.1 Strive to prevent loss of life and injuries due to fire and other emergencies.
- F.2 Minimize the direct and indirect losses due to fire.
- F.3 Establish and maintain levels of fire protection service, including public and private responsibilities.

- F.4 Define the related acceptable risks, which meet community needs at a cost the community is willing to incur.
- F.5 Assure the reliability of fire protection programs through an ongoing program of public education and code enforcement and strive to create a community consciousness of the need to improve fire safety.
- F.6 Assure that occupancies which exceed the established acceptable risks provide the necessary fire protection systems to reduce those risks to a level consistent with established acceptable fire risks.
- F.7 Maintain a firefighting capability to cope with established risks.
- F.8 Develop mutual aid and automatic aid programs with neighboring cities to provide resources for fires which exceed the fire protection capabilities provided.
- F.9 Develop cooperative efforts between cities to improve efficiency and cost savings in support services.

SAFETY PLANNING

Seismic safety and general safety include consideration of "levels of acceptable risk" relative to seismic hazards (ground failure, ground shaking, inundation by dike failure, and earthquake-associated fire) and general hazards, (poor soils, subsidence, floods, fires and major disasters).

The safety section provides guidelines for allocating resources sufficient to reduce risk to a level which is acceptable to the community. The following objectives are recognized:

- Reduction in the loss of life is the highest safety priority, followed by reduction of property damage and societal disruption.
- Risks taken unwillingly should be lower than those taken willingly (e.g., buildings which must be utilized by the public have first priority in reducing safety hazards).
- Recognizing that minimizing risk often results in higher costs, those actions which have the greatest effect for the least cost should have priority.

In meeting these objectives, a "level of acceptable risk" must be identified by the community. As no environment is completely hazard-free, hazards can only be identified and the costs to mitigate them then evaluated in relation to all other community needs. One approach is the definition of acceptable risk. The State defines it as "the level of risk below which no specific action by local government is deemed necessary, other than making the risk known." The State-suggested scale of acceptable risks relative to seismic hazards delineates levels of acceptable risk based on how critical structures are to post-disaster activities, and on the level and type occupancy of the structure.

Another method of evaluating risks is to estimate probable damage and casualties in each of the City's Planning Subareas. The City has used this method to aid in disaster planning. This analysis prioritizes efforts and funds to reduce hazards to acceptable risk levels in high-risk areas. The City has developed an Emergency Plan to ensure the most effective and economical use of resources (manpower and material) for the maximum benefit and protection of the population in a time of emergency. It accomplishes this by coordinating facilities and personnel in an organization which is designed to react to any emergency. The Plan designates Fire Station No. 4 as the Emergency Operations Center for the City.

After a disaster, the community is dependent upon public loans and grants as well as private investment funds. Public and private costs as a result of earthquake or flood damages are a tremendous burden to both parties. One solution to ease the public costs associated with post-earthquake aid is earthquake insurance. Most homeowners do not carry such insurance.

A post-earthquake land use contingency plan could be developed based on the updated General Plan. Without a plan to guide land use decisions and direct the flow of loans and grants, the same mistakes may be rebuilt.

POLICY G: DISASTER PLANNING AND EDUCATION

Conduct disaster education and planning as an ongoing process, integrated with regional activities.

IMPLEMENTATION STATEMENTS

- G.1 Continually update and modify the City's disaster plan to deal with seismic and other natural disasters, including establishment of emergency water supplies for firefighting, cooking and drinking within Class 2 risk structures.
- G.2 Institute programs to educate the public about the existence of seismic hazards and about appropriate actions to be taken in case of a seismic emergency.
- G.3 Institute programs to educate the public about the pros and cons of insurance purchases relative to property location and structure, such as flood insurance.

SOUND

Sound is an inherent part of the urban environment. Sounds can be soothing diversions from our routine or urgent reminders of daily commitments. Some sounds interfere with an individual's daily life, disrupting conversations, sleep, recreation, and relaxation. The differentiation between desirable and undesirable sounds is frequently a subjective judgment. However, the louder the

sound levels, the more interference the noise causes. To aid people in controlling noise, general sound level guidelines are included in this section.

Over the long term, the reduction of noise levels to these guidelines or below should result in a sound environment where unstrained verbal communication is possible anywhere in the City. In areas where the current sound levels are low enough to allow easy communication (55dB(A)), every effort should be made to prevent these levels from increasing. In areas where the existing noise level exceeds 55dB(A), short-term measures should be instituted to modify the noise environment and act as a midpoint between the existing situation and the long-range goal.

These guidelines are expressed in terms of "dB(A)_{L₁₀}", which is a measurement of the intensity of the sound (dB), weighted (A) by frequency to correspond to the way the human ear hears sound, and adjusted to allow for the very short-term sounds, like a dog bark, which do not continue for more than 10 percent of the time (L₁₀). This L₁₀ level sound measurement is roughly equivalent to the CNEL (Community Noise Equivalent Level) measurement system used in some building code requirements. In this measurement, decibels (dB) are a logarithmic measurement of the energy of the sound. In other words, a difference of 10dB means that one sound is heard twice as loud as the other.

Basically, areas intended for people (e.g., houses, yards, offices) should be protected with lower sound levels than other areas (e.g., factories, parking, and landscaped areas, as opposed to parks). The criterion for residential areas is the preservation of the ability to engage in normal conversation in even the most actively used areas. In other areas, sound levels should be low enough to protect people from hearing damage (less than 70dB(A)).

The most effective method of noise control is to prevent noise from being generated. (Other methods only limit the area affected by the noise.) Transportation facilities, especially major roadways with heavy traffic, are the major sources of noise in the community. Efforts over the long term will be necessary to reduce the generation of this noise. The second major factor in diminishing noise is control over the path the noise follows from its source to its receiver. Sound barrier walls, earth berms, and acoustical design of buildings are examples of ways to interrupt the path of noises. The final method of affecting the noise environment is by modifying the receiver of the noise. The sound level guidelines are useful in selecting a means to accomplish this. The guidelines serve as a benchmark for evaluating specific projects, plans and ordinances where noise is an important consideration. The figures are based on the measured levels of sound that will not interfere with an individual's activities or threaten physical or psychological well-being. In general, efforts must be made to reduce the levels of sound in the community so that they remain below "acceptable" limits. However, because of existing development patterns and roadway location, an ideal sound environment may not be possible in every case. Efforts to mitigate the undesirable levels will be pursued wherever possible, balanced with other community goals.

POLICY H: NOISE SOURCE

Control the noise generated by transportation facilities and other sources.

IMPLEMENTATION STATEMENTS

- H.1 Support legislation regulating noise produced by motor vehicles.
- H.2 Evaluate new transit systems to ensure that they do not worsen the noise environment.
- H.3 Reduce roadway noise through the design of roads, use of quiet pavement surfaces and traffic management techniques (such as rerouting, controlling intensity and speed, and reduction of stopping points).
- H.4 Continue to work with local airport officials to further minimize flight pattern noise and urge modification of aircraft or the use of other aircraft to reduce noise production.
- H.5 Control individual sources of noise, including industrial machinery, through the design review process.
- H.6 Continue to cooperate with Ames Research Center to control the noise generated by its wind tunnels.

POLICY I: NOISE PATH

Control the path of noise from the source to the receiver.

IMPLEMENTATION STATEMENTS

- I.1 Use barriers or buffers along roadways to reduce the noise in adjacent areas.
- I.2 Encourage the State and County to install sound walls along freeways and expressways where they abut residential uses.
- I.3 Use the CEQA, SPAR and "sd" zoning review processes to establish the exact type and level of noise control appropriate to specific projects (e.g., use of soundproofing to reduce levels of interior and exterior noise).

POLICY J: NOISE RECEIVER

Take measures to reduce the adverse effects of noise on the receiver of the noise.

IMPLEMENTATION STATEMENTS

- J.1 When determining land use, consider the associated noise levels and their adverse effects on the occupants of properties.
- J.2 Educate the public on the effects of noise through the use of pamphlets, brochures, and other media.

NOISE GUIDELINES

LAND USE ¹	DAYTIME ³		NIGHTTIME ³	
	Interior ⁴	Exterior ⁵	Interior ⁴	Exterior ⁵
RESIDENTIAL ²	45	55	35	45
COMMERCIAL	45	60	45	60
INDUSTRIAL	55	65	65	65
OPEN SPACE				
Intensive	45	60	45	60
Passive	45	55	35	45
TRANSPORTATION				
Freeways and Arterials		70		
Arterials and Collectors		65		
Minor Streets		60		

¹At the boundary of any two land use areas with different Sound Environment Guidelines, the land use with the louder standards should be responsible for buffering its noise, so as not to violate the sound environment of the adjacent land use.

²All values are in L₁₀ levels, indicating that the general sound environment should remain at or below the stated guideline at least 90 percent of the time.

³Daytime extends from 7 a.m. to 10 p.m. Nighttime extends from 10 p.m. to 7 a.m.

⁴The interior sound levels exclude noise produced within the subject building or unit, whichever is smaller.

⁵The exterior sound levels apply primarily in the areas most used by people for noise-sensitive activities (for example, in the patio and backyard areas of residential areas). It is recognized that there can be areas of transition between the louder and quieter areas. The transition extent of these areas should vary in accordance with the noise sensitivity of activities likely to occur in these areas and with the suitability of noise attenuation methods other than distance.

BACKGROUND REPORTS AND APPENDICES

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BACKGROUND REPORTS AND APPENDICES

The following background reports and appendices were developed during the preparation of the General Plan. These publications, which address critical issues and options in greater detail, are available for review at the Planning Department, City Hall and at the Mountain View Public Library.

COMMUNITY DEVELOPMENT CHAPTER

Background Reports (Effective 1982)

1. Jobs/Housing Balance
2. Land Use and Fiscal Context
3. Fiscal Mercantilism
4. Schools
5. Parks and Recreation Facilities
6. Civic Center and Public Buildings
7. Residential Opportunities
8. Zoning for New Housing Potentials

CIRCULATION CHAPTER

Background Reports (Effective 1979)

1. Circulation Background Report

RESIDENTIAL NEIGHBORHOODS CHAPTER

Background Reports (Effective 1979)

1. Demographic Analysis
2. Housing Stock: Age and Condition
3. Housing Mix
4. Price of Shelter
5. Redlining
6. Available Residential Land and Additional Housing
7. Condominium Conversions
8. Fair Housing
9. Children in the Housing Market
10. Existing Assisted Housing
11. Current Housing Programs
12. Landbanking
13. Below-Market-Rate Housing Programs

Appendices (Effective 1982)

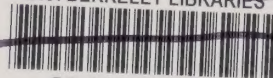
- A. Detailed Residential Land Potential by Planning Area (1977)
- B. 1978-1979 Housing Assistance Plan
- C. Survey of Apartment Practice (January 1977)
- D. Palo Alto Below-Market-Rate Purchase Program
- E. Davis Antispeculation Ordinance
- F. Definition and Explanation of Article XXIV
- G. Housing Element Compliance (AB 2853)

ENVIRONMENTAL MANAGEMENT CHAPTER

Background Reports (Effective 1980)

1. Amendment No. 6, Open Space Conservation Element (February 1973)
2. Amendment No. 13, Scenic Highways Element (1974)
3. Amendment No. 13, Sound Element (1975)
4. Amendment No. 16, Safety Element (February 1975)
5. Report on Hazardous Materials

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